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BOARD OF EDUCATION.

REPORT

OF THE

CONSULTATIVE COMMITTEE

ON

EXAMINATIONS IN SECONDARY SCHOOLS.

Presented to both Houses of Parliament by Command of His Majesty.

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PREFATORY NOTE.

The subject of examinations in Secondary Schools on which the Board have sought the advice of their Consultative Committee is one of great difficulty, intricacy and importance. A definite sanction given by the State to any system of examination is likely to have far-reaching effects on the efficiency of the Schools, and on the lives and fortunes of individual boys and girls. At the present time the problem is complicated by its history, by the delay which occurred before the organisation of Secondary Education was undertaken by the State, and by the number and variety of Bodies, educational and professional, which had in the meantime become actively concerned with the matter.

The Report of the Consultative Committee, on which it is evident that much labour has been ungrudgingly expended and great knowledge brought to bear, marks a most important stage in the investigation of the subject. Their historical account of the question in this country, their description of the actual situation, and their discussion of the reasons for and against different solutions of the problem, cannot but facilitate and stimulate the formation of a sound public opinion, the materials for which have not hitherto been available in a comprehensive and convenient form.

The Board would have felt it desirable, if only for this reason, to publish the Report without waiting until they had formed their own conclusions with regard to the specific recommendations of the Committee. But such consideration as the Board have already been able to give those recommendations shows that it is not possible to regard them as furnishing the guidance necessary to enable them to translate directly into action all the principles laid down by the Committee, though many of these principles are such as will command wide acceptance. Practical difficulties undoubtedly exist, among them the question of finance, and the Board are uncertain as to the means by which the Committee consider that their plan as a whole could and should be realised. Everyone must indeed acknowledge that in a matter of this kind precision and consistency are unusually difficult to attain, and it will be clearly understood that, at this stage, and until there has been time to give further consideration to the report and to the intentions of the Committee, the Board cannot be committed to the acceptance of any of the Committee's specific recommendations, or to any of the opinions expressed by those of the Board's own Officers whose evidence is quoted or summarised.

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In these circumstances the Board have decided to publish this interesting, suggestive and stimulating Report, and they hope that while it is receiving the careful consideration it deserves they may themselves be able to make progress in the formulation of a definite scheme of action, which they in common with the Committee regard as demanded in the interests of Education.

W. N. Bruce

16*th December*, 1911.

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MR. C. W. BOWERMAN, M.P.
MRS. SOPHIE BRYANT.
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MISS MARGARET J. TUKE.
MR. CHRISTOPHER TURNOR.

ARTHUR H. WOOD (*Secretary*).

N.B.—The following Report is signed by all the above members of the Committee with the exception of Mr. Jackman, whose reasons for dissent will be found on page 142.

EXAMINATIONS IN SECONDARY SCHOOLS.

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As guiding principles in securing these objects, the Committee make the following recommendations:—

(*a*) The first external examination to be taken normally by a pupil in a Secondary School, save for what may be found necessary in the form of admission or scholarship examinations, should be one which would be a suitable test of the general attainments of an average pupil of 16 years of age - - - - - - 106

(*b*) The examination should be of such a kind that success in it may be regarded as a guarantee of a good general education in a Secondary School. It should be open, in its proper school form, only to candidates who have reached a class in which the average age is 16, and who have been in attendance for at least three years, after the age of 12, in one or more approved Secondary Schools. The Committee would suggest that the examination should be called the Examination for the Secondary School Certificate, so that its name may convey a perfectly clear idea to the public of what it really is - - - - - - - - 106

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Further, (i) Local Education Authorities should be encouraged to increase their provision of bursaries to enable pupils to remain at Secondary Schools long

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enough to qualify for the Secondary School Certificate; (ii) pupils from certain types of schools not at present recognised as secondary should be eligible to compete for the Secondary School Certificate if they complied in other respects with the regulations of the examination; and (iii) candidates who, even so, were not eligible to obtain the certificate should be admitted under certain conditions to the examination as external candidates. Such external candidates should receive a certificate clearly distinguishable from the Secondary School Certificate, but Local Authorities and other bodies should accept this certificate as an alternative qualification - 110

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(xi) The judgment of the teachers should be taken systematically into account in the conduct of the Secondary School Certificate Examination. They should not be asked to set any part of the examination papers. On the other hand, they should have the power of making formal representations to the examining authority as to the suitability of the examination, which could probably be done most conveniently by giving them some representation on the council of the authority. Further, their estimates of their pupils' abilities should, as suggested above, be considered by the examiners in all doubtful cases before the examination results are decided - - - - - - - 119

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BOARD OF EDUCATION, CONSULTATIVE COMMITTEE.

REPORT OF THE COMMITTEE ON EXAMINATIONS IN SECONDARY SCHOOLS.

Introduction.

It would be difficult to exaggerate the importance of the question of examinations in Secondary Schools, or the complexity of their present organisation. The influence of these examinations, especially of those which are external, appears to penetrate and pervade the whole life of the schools. At the same time the intricacy of the system under which they are conducted is simply bewildering. Many, probably most, of the individual examinations possess a most efficient organisation; but there is no unifying force at work, and the combined effect of the energies of many different and independent bodies has been to produce what one of our witnesses not unreasonably described as a state of chaos.

The influence of examinations is, of course, not confined to Secondary Schools. It spreads far beyond them, to the Universities, to the Professions, to the Government Service. It has an important bearing on many branches of national life. But with these wider problems we are not here directly concerned. If we allude to them at all it is only to point out that, though our inquiries have been confined to the subject of examinations in Secondary Schools, we have not lost sight of the broader aspects of examinations as a whole. We believe that the general principles which we have laid down in connection with our own part of the problem are capable of wider extension, and that the practical recommendations which we have made will be found compatible with progress in other parts of the field.

The actual question put to us by the Board of Education was as follows:—"The Committee are desired to consider when "and in what circumstances examinations are desirable in "Secondary Schools (*a*) for boys and (*b*) for girls. The "Committee are desired to consider this question under the "following heads:—

"(i) Examinations at entrance to school.
"(ii) Examinations during school life.
"(iii) Examinations at leaving school."

It was obviously necessary from the first that we should be quite clear as to the nature of the schools with which we were to be concerned, and the Board cleared away any possibility of misapprehension by stating that their reference only related to

schools falling within the category of Secondary Schools as defined by Articles 1 and 2 of the Board's Regulations for Secondary Schools. In other words, the schools whose examinations we were asked to consider are schools which "offer to each of their pupils a progressive course of general "education . . . of a kind and amount suitable for pupils "of an age-range at least as wide as from 12 to 17," and in which "(i) an adequate proportion of the pupils remain at "least four years in the school, and (ii) an adequate proportion "of the pupils remain in the school up to and beyond the age "of 16." We have, of course, confined our report within the limits laid down by the Board, and in accordance with the implication of the above Articles we have used the term Secondary School as applicable only to such schools as may be said generally to comply with the conditions named in those Articles. But we have been conscious throughout our inquiry of a difficulty in this connection. Of the Secondary Schools which fall within the category as defined above, many are on the Board's list of efficient schools, while a number are not. This latter class includes schools such as most of the big Public Schools which differ in several important particulars from the majority of those on the Board's list. The mere fact that their pupils remain at school till a later age, and that a much larger proportion of them are preparing for the Universities, would make it necessary to consider carefully to what extent a scheme of examinations suitable to the majority of Secondary Schools would need adaptation before it could be applied successfully to this smaller and more advanced class. We wish to make it plain here that we have not entered in any detail into this question in our present report. We have had principally in mind the schools on the Board's list of efficient Secondary Schools, and have endeavoured to lay down the general principles on which we believe that examinations in such schools should be organised. We believe that these general principles are capable of such extension and modification as would make them perfectly applicable to Secondary Schools of a more advanced type. But we have refrained from reporting upon this part of the subject in any detail.

There is a second restriction which we have put upon ourselves. We have not dealt in any great detail with the question of examinations for scholarships. We believe that there is in many quarters a growing feeling that financial assistance towards continued education must not be given on the results of a single examination, while some go further and have proposed that such assistance should only be given to those whose scholastic record justified it, and who had financial need of it. We are not prepared, however, to go into this question in detail, having thought it better to address ourselves mainly to the question of examinations as they affect the large majority of normal pupils in Secondary Schools. We consider that in

any case this priority of treatment is justified by the claims of so numerous a class of pupils, and further, that if we are able to make suggestions which will meet their case we shall at the same time have laid foundations on which a more efficient scholarship system can be based.

We would add here that in our consideration of the Board's reference, we have given our main attention to the subject as it affects Secondary Schools in England. As regards Wales, we think it is sufficient to say that we consider that the general principles we have laid down in our report apply equally, *mutatis mutandis*, to examinations in Welsh Secondary Schools, and that in any reform of examinations in Secondary Schools care should be taken to bring the systems of the two countries into harmonious adjustment.

Having now made plain the limits within which we propose to confine our report, we may sketch very briefly the line of argument which we have followed. It might have appeared at first sight that the most reasonable course would have been to follow the chronological headings suggested to us by the terms of the Board's reference. But for reasons which we trust will commend themselves to the Board, we decided that our report, while supplying the Board with the information for which they asked, would be more coherent and more logical if arranged in a somewhat different order. The crux of the whole problem is the external examination. This is the examination which, whether taken during school life or on leaving school, is the point in the pupil's school career which cannot fail to influence to a large extent his previous school training. Examinations at entrance to school, and internal examinations during school life, must both be regarded as preliminary steps on a road which leads to the external examinations as a terminus. We felt, therefore, that if we were to make any useful suggestions to the Board as to what examinations were desirable in Secondary Schools, we must begin with those examinations which, to a great extent, fixed the conditions of the others.

So vital, in fact, is the question of these external examinations that we have devoted the greater part of our Report to its consideration. The further questions of examinations at entrance and during school life, important as they are in themselves, are of such comparatively minor urgency that we have felt justified in dealing with them in less detailed manner.

The main chapters in our report, therefore, deal with the question of external examinations. We have begun by showing in Chapter I. how these examinations originated, and how they have grown and developed during the last 60 or 70 years. Chapter II. contains a summary account of the principal points of the system of external examinations as it exists to-day, a more detailed account of the examinations themselves being given in a Memorandum at the end of the report. Chapter III.

contains our criticisms of the existing state of things. In Chapter IV. we lay down the general principles which, in our opinion, must underly any sound system of external examinations, and in Chapter V. we make suggestions as to the manner in which these principles may be put into practice.

Having thus dealt with the subject of external examinations, we proceed to consider in two subsequent Notes the question of purely internal school examinations, and the question of examinations at entrance to school.

We may add here that our report refers equally to boys and girls, except where the contrary is stated. In the ground which we have covered it has not appeared necessary to devote any special section to distinguishing between their various needs. The general principles which we have recommended apply equally to both. It will be for the examining authority of the future, when addressing themselves to a consideration of the range and standard of the approved examinations, to decide in what way our general recommendations can best be adapted to the varying powers and circumstances of boys and girls respectively.

Having now explained the limits and the structure of our report, there are one or two general remarks which we should like to add by way of preface.

Without wishing to anticipate our conclusions, we may mention here that we have found it necessary to make many criticisms on the existing system, or lack of system, of external examinations in Secondary Schools. To avoid any misapprehension, therefore, which might be caused by these criticisms, there are two points upon which we should like to lay special emphasis in these introductory remarks. The first is that though we have criticised many of the existing examination arrangements, we must not be taken as implying any antagonism to external examinations as such. On the contrary, we consider that under proper conditions, they are a necessary and a valuable part of the educational machinery of a good school system. The second point is that though our criticisms of the external examinations most commonly used as school examinations are no doubt in a sense criticisms of the examining bodies who conduct them, we wish to record at an early stage in our report our firm conviction that an immense debt of gratitude is owing to these bodies for the services they have rendered to national education. We hold that the time has now come when further progress is only possible on the lines of more intimate co-operation with other bodies concerned with secondary education; but the fact remains that during all these years when the State has been unwilling or unable to do anything, these various bodies saw what was needed in the schools and set themselves to supply it. We have no doubt whatever that they should have much of the credit for the improvements in Secondary Schools during the

last 50 years, and that if the time is now ripe, as we believe it is, for further developments on new lines, it is largely due to their spontaneous and persevering assistance.

In conclusion, we wish to take this opportunity of recording our obligation to the witnesses who supplied us with the valuable evidence which we are enabled to add to our Report, and also to all those other persons who were good enough to furnish us with statistics and historical memoranda. Their assistance has enabled us to make certain parts of our Report, notably Chapter 1, much more complete and accurate than would otherwise have been the case.

REPORT ON EXAMINATIONS IN SECONDARY SCHOOLS.

Chapter I.

Sketch of the Origin and Development of External Examinations in Secondary Schools in England.

The examination system in this country at the present time is so closely interwoven, not only with the education, but with the very life of multitudes of boys and girls, and indeed with our very system of government, that it is not easy to realise how modern is the wide extension of the system as we know it. Fifty or sixty years ago competitive examinations had but a very limited place even at the Universities, and were still less frequent in Secondary Schools. Candidates for Woolwich and Sandhurst were admitted on the nomination of the Master General of the Ordnance and of the Governor respectively, nominated candidates having subsequently to pass a qualifying examination before the professors of the two institutions. Candidates for direct Commissions in the army had to pass no examination at all prior to 1849. Positions in the Indian Civil Service were obtained by nomination from the East India Company, and in the Home Civil Service largely by the patronage of the chiefs of the various departments, subject in some cases to a departmental examination, which, however, was not sufficiently stringent to form an adequate intellectual test. Traces of examination as a test for admission to a career are to be discovered here and there even in early times, but were certainly far from common. Even at Oxford and Cambridge the examination reforms made during the 18th and first half of the 19th centuries, though the cause of great improvements in academic life, had left the deficiencies which were revealed by the Commissions of 1850.* Neither University imposed any matriculation examination, and even College entrance examinations, which now act in some sort as a substitute for a University entrance examination, were capricious and unusual. Scholarships at the Public Schools, with the great exceptions

* It has been stated that the first written examinations known in Europe were introduced by R. Bentley in 1702 at Trinity College, Cambridge. It seems doubtful, however, whether further research would not reveal the existence of earlier written examinations. The mediæval disputations gave place to written examinations in the Mathematical Tripos in 1730 when the examination system as applied to degrees first gave a serious motive power to education at Cambridge. No serious reform of Oxford degree examinations took place till 1802.

of Westminster and subsequently Eton, and Fellowships and Scholarships at the Universities, with certain great exceptions, notably in the cases of Oriel and Balliol, were confined as a rule to strictly limited categories of candidates. In the Public and other Secondary Schools, with certain notable exceptions, *e.g.*, Rugby, such external examinations as existed at all consisted as a rule in examinations by University men chosen by the head master.*

This condition of things was disturbed in the middle of the nineteenth century by the introduction and very rapid growth of a new system, for which public opinion had been gradually prepared by the writings of Jeremy Bentham and his disciples, by the success of the teachers' examinations, introduced by the Committee of Council on Education in 1846, and by the widespread belief in the efficacy of the principle of competition both in trade and in other departments of national life. But the rapidity of the administrative change, when it actually began, appears to have been mainly due to three distinct and more or less independent factors.

The first was the introduction of some degree of open competition as a condition of appointment in the Indian and Home Civil Service. The second was the change which followed from the investigations and reports of the Royal Commissions on Oxford and Cambridge. The third, which was largely the result of private enterprise, was the inauguration of various examinations for boys and girls in Secondary Schools by quasi-public bodies. It will throw considerable light on the problem which we are now investigating if we trace shortly the beginning, development, and results of these three movements.

The first competitive examination for the Indian Civil Service was conducted by the Commissioners of the Affairs of India in 1855 in accordance with the provisions of the India Act, 1853, carried largely by the influence of Lord Macaulay. A few years later the conduct of the examination was transferred to the Civil Service Commission, which had been established in 1855. Examinations for the Home Civil Service, which were inaugurated about the same time, were at first confined mainly to candidates who received nominations for appointments in the public service, and it was not until 1870 that with a few exceptions the whole Civil Service was thrown open to free competition. It should be added that a possible danger inherent in the new system was guarded against by requiring successful candidates to pass through a period of probation.

The important point to note about these examinations is that they were not mainly introduced for educational reasons,

* A few instances of somewhat more formal external examinations are quoted in Appendix F. from Carlisle's "Endowed Grammar Schools." Doubtless other instances could also be found.

but to secure greater administrative efficiency.* Their chief object was to provide a remedy for the system of patronage and jobbery under which nearly all the posts in the service of the State had previously been allotted. But in practice the influence which these examinations had upon the schools was considerable, and naturally grew as the number of appointments increased and the competition for them became more general and more keen. That this influence was sometimes prejudicial to the schools seems clear. Indeed, this has been admitted on several occasions by the Civil Service Commissioners themselves. Even after the introduction of the complete system of open competition for the Home Civil Service, the examination for clerks of the Second Division and lower grades of the Service followed generally the methods which were used in the earlier days when appointments were made partly by nomination, and were organized with special reference to the official duties which the candidates would be called upon to perform. The Commissioners found that the working of such schemes of examination had a twofold effect. In the first place, the result of examining candidates in subjects which required a somewhat restricted range of intelligence was to oblige them "to devote much time "to putting a high degree of polish upon a rather low though "useful order of accomplishment."† Further, "since the subjects "of examination were not identical with those which were "being studied in the schools, the educational effect of the "examinations was to cause pupils to be removed from their "schools, often before the normal time, and to divert their "mental training into the hands of those who are familiarly "called 'crammers.'"‡ The matter was brought to a head in 1896 by a memorandum forwarded to the Commissioners by the Incorporated Association of Headmasters, who pointed out that some of the examination schemes had hardly been modified during the previous twenty years, and that their powerful influence on schools could not be disregarded, "especially as they affected at

* "It was the conditions common to all the public establishments that called for revision, and the foundations for reform were laid in a report by Northcote and Sir Charles Trevelyan (November 1853), prepared for Mr. Gladstone at his request, recommending two propositions, so familiarised to us to-day as to seem like primordial elements of the British Constitution. One was, that access to the public service should be through the door of a competitive examination; the other, that for conducting these examinations a central board should be constituted. The effect of such a change has been enormous not only on the efficiency of the Service, but on the education of the country, and by a thousand indirect influences, raising and strengthening the social feeling for the immortal maxim that the career should be open to the talents. The lazy doctrine that men are much of a muchness gave way to a higher respect for merit and to more effectual standards of competency."—(Morley's Life of Gladstone, vol. i., p. 510.)

† Thirty-third Report of Her Majesty's Civil Service Commissioners (*i.e.*, Report for 1888).

‡ Forty-fifth Report of Civil Service Commissioners (*i.e.*, Report for 1900).

" least ten times as many pupils as entered for the competition." As a result of the deputation, the Commissioners, who were in sympathy with the headmasters' views, obtained the necessary sanction for a scheme of examination on more liberal lines. Tests for practical efficiency in the mechanical work required by the various departments were retained. But the Commissioners considered that the admission of the more liberal subjects of education into the examination syllabuses would " open the competition to those who had received their education " in the Secondary Schools of the country." It can hardly be doubted that the Commissioners achieved their objects to some extent, and that the new scheme harmonised more closely with the curricula of the Secondary Schools. There are no statistics, however, to show to what extent candidates have been enabled to stay longer at their Secondary Schools, and even if, as may be hoped, an improvement has been made, it is unfortunately true that large numbers of candidates for the Second Division and lower grades of the Service interpose a period of "special preparation" between leaving school and taking their examination. This, however, is a point which will be considered in greater detail in the next chapter when we are dealing with the general system of examinations in Secondary Schools as it exists at the present moment. But it may be well to add here, as showing the extraordinary development of the Civil Service examinations since their foundation some sixty years ago, that the number of cases dealt with in 1856 was 2,729, and in 1908 was 37,150, of which nearly 17,000 were those of candidates of Secondary School age.

The second main factor referred to above is the reform of the Universities of Oxford and Cambridge. The Royal Commissions which dealt with this subject were appointed in 1850. Their Reports were issued independently in 1852, and effect was given to their recommendations by means of Acts of Parliament in 1854 and 1856, dealing with Oxford and Cambridge respectively. One of the chief results of the University Commissions was the removal of restrictions in electing Scholars and Fellows. This provided a strong stimulus to the better boys in the schools, and tended to raise the standard of scholarship amongst them. It must be added that the opening up of the field of competition, while it led to the removal of many evils, introduced certain disadvantages of which the effect has now become serious.

The third main factor which gave a stimulus to examinations in Secondary Schools in the middle of the last century was the establishment of such bodies as the College of Preceptors, and the Oxford Delegacy and the Cambridge Syndicate for Local Examinations. The first of these bodies was the College of Preceptors, founded in 1846, "for the purpose of promoting " sound learning, and of advancing the interest of education." It established examinations, both for teachers, to ascertain their fitness to take part in the work of instruction, and for pupils,

"to test their progress, and to afford at once to the teacher and "to the pupils a satisfactory criterion of the value of the "instruction they receive." The College held its first examination for pupils in 1853, and secured the attendance of a few hundred candidates. Since that date the number of candidates has very largely increased.

But the early examinations of the College did not meet all the needs that were beginning to be felt in educational quarters. These needs were two. Reformers wanted to provide an improved education for the middle classes, and also some recognised standard by means of which such education could be evaluated by the parents of the pupils for whom it was intended. The following quotation sums up the situation as it presented itself to a contemporary:—

> "There is a vast mass of education of which there is no effective test. . . . . Hitherto the tests by which the capacity of teachers and the information imparted to the pupils are estimated, have been of the most meagre and unsatisfactory kind. The power of parents to determine the most important conceivable thing—the best means and the best places for the instruction of their children—was either absolutely wanting or totally empirical. Hence there is nothing in which incompetence has been more loud and pretentious than in scholastic business. The most successful schoolmaster was often, and is often, far from being the most capable person, but the most unblushing and impudent charlatan. The road to profit lay in puffs and advertisements.
>
> "Now the chief use of advertisements is the instruction of the purchaser in the place where he can secure, at prices which he can comprehend, goods which he can estimate the value of. But an advertisement is a delusion or a guess, when it puts forward the sale of that which persons are quite unable to appreciate. And education—that is, the special powers of individuals to educate—is one of those things about which parents are very apt to be misinformed and mistaken. It is true, indeed, that they can ordinarily estimate the common routine of proficiency in commercial requisites—that is to say, the knowledge of reading, spelling, writing, and rudimentary arithmetic; but the method of teaching, the way in which what is known has been imparted, and the extent to which this has systematically been put into the minds of young persons, they take on faith, and are perpetually deceived in. It was tolerably well understood, indeed, that the ordinary teaching of schools was unsatisfactory, and that an inquiry into it would reveal some significant and serious facts. The real want of information about it was most of all felt by the schoolmasters themselves, whose interest it was to have their goods tested by capable and critical judges,

that they might have some appeal in the midst of the clumsy competition of persons very unequally competent, for the custom of persons singularly incapable to form an accurate judgment about the worth of the commodity. It was of the last importance to such persons that they should be supplied with this desideratum—a test, that is to say, of the value of their method and their teaching, and this by some unmistakeable authority."*

The same point is insisted on by one of the founders of the Local Examination movement:—

"It is evident that, in the absence of some public test, the parents, a body of men habitually engaged in manufacturing, buying, and selling, are not, as a class, good judges of the merit or demerit of the education they pay for, till (too late) they judge by the result in after life: they require professional help."†

The general idea of the Local Examinations originated with Mr. (afterwards Sir) Thomas Dyke Acland, who organised, in concert with a local committee, an experimental examination at Exeter in June 1857.‡ There are some indications (which are not, however, so far as published letters are concerned, sufficiently clear to warrant a decisive opinion on the subject) that one or more of the original movers in the scheme desired at one time that the State should undertake the inspection and examination of the Secondary Schools. But all that has been made public on the subject is that some months before the examination Sir Thomas Acland's Committee applied to the Committee of Council on Education asking their Lordships to lend some of H.M. Inspectors to co-operate with the local examiners and "to report to their Lordships the results "of the examination, with their opinion of the plan proposed, "which at present can only be regarded as tentative and "experimental." In reply to this request the Committee of Council on Education lent the services of the Rev. F. Temple (subsequently Archbishop of Canterbury) and Mr. Bowstead, but expressed a hope that it would not be necessary to continue the assistance of H.M. Inspectors permanently. The Committee of Council preferred that the indirect benefit which they thought might accrue from the examinations should be accomplished "without the extension of official agency." The Committee of

* J. E. Thorold Rogers: "Education in Oxford, its Method, its Aids, and its Rewards." London: Smith, Elder & Co., 1861, pp. 84-5.

† T. D. Acland: "Some Account of the Origin and Objects of the New Oxford Examinations for the Title of Associate in Arts and for Certificates." 1858.

‡ The idea had also occurred to Lord Ebrington, Mr. Harry Chester, the Rev. J. L. Brereton, the Society of Arts, the Department of Practical Art, and, as already noted, the College of Preceptors. It is worth noting that the administrative working of a scheme of local examinations had been facilitated, if not indeed rendered possible, by the cheapening of the rates of postage in 1840.

Council appear to have been influenced partly by the feeling that State interference in Secondary Schools would at that time be resented. When the experimental examination was successfully over, the promoters made no formal application to the Government for assistance in making the scheme permanent, but turned at once to Oxford and Cambridge. They may have felt, no doubt, that even the success of their movement would not alter the opinion of the Committee of Council as to the "extension of official agency." But it would appear also that "further consideration had shown the great inconveniences "which might result" from State action, and that the alternative plan of invoking the aid of the Universities appeared to have considerable advantages.

The following extract shows the grounds on which the appeal was made :—

> "Concurrently with the spread of new intellectual and social influences the world has been gradually finding out one deficiency which not only prevails in the ranks of practical men, but even affects some grades of the professions—I refer to the want of a *good general education* as a preparation for scientific and commercial pursuits. . . . The world now knocks at the door of the schools and of the Senate-house, and asks for help to guide its children in general education. . . . If parents in various classes of society are willing to accept the judgment of the Universities on general education, it is no small matter to have it put into our hands to decide what is and what is not a good general education for young men preparing for business. . . . What they want at the hands of the Universities is some help towards the liberal training of their faculties, moral and social, as well as intellectual."*

Further, it was pointed out that the Universities then possessed, in a special degree, sufficient public confidence for the work. A consideration of their claims showed "how "powerful an engine for good exists ready to hand, and how "strong is the security that no private crotchets or personal "interests will be allowed to disturb the action of a great body "of men for the mental cultivation of a free people." Further, it is clear that the schools were to be left considerable freedom, shaping themselves "according to the natural wants of those "for whom they were intended." The schoolmasters were to be freed "from slavery to ignorance and prejudice," and provided with some means for proving their fitness for the discharge of their important duties.

This appeal was successful, largely owing to the great influence exercised at Oxford by Temple, who had taken the

* T. D. Acland : "Some Account of the Origin and Objects of the New Oxford Examinations for the Title of Associate in Arts and for Certificates." 1858.

greatest interest in the education experiment, and who lent all his weight and experience to the endeavour to turn the experiment into a permanent and more comprehensive institution. The University of Oxford passed a Statute establishing two examinations for those who were not members of the University, one for youths under 18, another for boys under 15.* A Delegacy was also established to carry out the Statute, and the first examinations were held in June 1858. On receipt of applications from local committees, the examinations were held at different centres (not schools) at the same time, the local arrangements being made by the various committees. They were open to candidates of every social rank, and every religious denomination. The candidates had to satisfy the examiners that they had mastered the elements of a plain English education, after which they were allowed a wide latitude in the selection of subjects. We are informed that the Delegates have continued to act on the same principles as those which were formulated at the outset, with such modifications as have been suggested by experience. The most important of these modifications have been the admission of girls to the examinations in 1870, the raising of the maximum age for honours by one year (*i.e.*, to 19 for Senior candidates and 16† for Juniors), the removal of all limitations of age for a Pass Certificate in either examination, the institution in 1877 of a special "School" examination (which may be combined with a Local Examination), and the establishment in 1895 of a lower examination, called the Preliminary, in which honours are confined to candidates under 14 years of age. The Delegates also conduct a superior grade of examination, called the Higher Local Examination, which, however, is taken by very few candidates (328 in 1910). This examination was held for the first time under that name in the year 1894, but it was merely an older examination for women, first started in 1877, under a new title. Lastly the Delegates established in 1905 a system of School Certificates and Army Leaving Certificates for pupils in approved Schools.‡ The extent to which the Local Examinations have found a place in the schools may be judged from the fact that in the year 1908, 21,644 candidates attended the examinations conducted by the Oxford Delegacy.

Cambridge quickly followed Oxford's example, the Junior and Senior Locals being started in December 1858, only six months after the first Local Examinations organised by Oxford. Cambridge, however, led the way in admitting girls to the examinations in 1865. The idea of obtaining the admission of girls to the Local Examinations originated with Miss Emily

* The Statute also provided for the title of Associate in Arts being given to successful candidates of both ages.

† This is to be raised to 17 in 1912.

‡ A fuller description of all these examinations is given on page 160. The Army Certificates are now being abandoned *See* page 22.

Davies, who formed a Committee in London in 1862–3 which applied to the Cambridge University Syndicate for leave to print additional copies of the Local Examination papers, and to make a private arrangement with the examiners to look over the answers. Leave was given in October 1863, and the experiment was followed by a memorial asking for the formal admission of girls to the examinations. This was granted in the year 1865 by the Senate by the narrow majority of 56 to 51. It was, however, decreed that the girls should appear in the lists under index numbers only, a restriction that continued in force until 1875. There can be no doubt that the introduction into the girls' schools of the intellectual tests that had been devised for boys had far-reaching effects on the future of education for women and girls.

As regards the Cambridge Syndicate's other examinations, the Higher Local was established in 1869, and the Preliminary Local in 1895. In 1905 the Syndicate began to award Senior and Junior School Certificates and Army Leaving Certificates to pupils in approved schools. The examination papers for these certificates are, for the most part, the same as those set in the Senior and Junior Local Examinations; but the requirements are more onerous in respect of the subjects exacted, and pupils are eligible for the certificates only on certain conditions of continuous attendance at approved schools. The number of candidates who took the Cambridge Local Examinations in 1908 was 21,698.*

It has already been mentioned that the Local Examinations of Oxford and Cambridge were started originally to meet the needs of what were then called Middle Class Schools. Later on, the needs of secondary education in a wider sense demanded attention, and the establishment of a statutory Council of Examinations for Secondary Schools was recommended by the Schools Enquiry Commission in 1868, a recommendation which led to the inclusion of provisions for the compulsory examination of all endowed schools in the original form of the Endowed Schools Bill of 1869. These provisions never attained the force of law; but the movement of opinion of which they were one outcome had two important effects on the history of examinations. In the first place, the Endowed Schools Commissioners insisted on provisions for annual examinations by external authority being included in their schemes; and, secondly, the proposal made in the Endowed Schools Bill of 1869 for the establishment of a central examination council contributed to the establishment of the Headmasters' Conference in 1870, and to the early consideration by the Conference of the way in which the necessary examinations for Public Schools could best be provided. The Conference decided at first in

* A fuller description of these examinations is given on p. 173. The Army Certificates are now being abandoned. *See* page 22.

favour of a system of leaving examinations conducted by Government; but subsequently changed their minds, and decided to invite the co-operation of Oxford and Cambridge instead. As a result the Oxford and Cambridge Schools Examination Board, commonly known as the Joint Board, was established in 1873. It is to be noticed that the two Universities, which continued to work independently as regards their Local Examinations for "Middle Class Schools," combined to act as a joint examining body in relation to the schools which sent large numbers of pupils to both Universities.

The first examination of the Joint Board was the Higher Certificate examination, started in 1874 as a Sixth Form examination for boys of 18 years of age and over. In 1879 girls were admitted to this examination. In 1884 the Lower Certificate examination was started for boys leaving school at 16. Last of all, in 1905, the School Certificate Examination was established for pupils of 17. This last examination has only been taken by boys (at least in a form which would secure a certificate), and is only open (for certificate purposes) to pupils who have attended for three years at an approved school. These three examinations are not "Local" examinations, that is to say, they are not held at local centres, but at schools. They are all of them examinations on which certificates are, or can be, granted, but they are also used as general school examinations; that is to say, the papers set for certificate candidates may also be used by a whole form in which there may or may not be pupils competing for certificates. The number of candidates for certificates has increased largely since this scheme was started, the total number in 1909 being about 4,000.*

The examinations of the three University bodies dealt with above were deliberately established for the use of pupils in Secondary Schools. But side by side with them there grew up another examination whose connection with the schools was at first rather fortuitous than deliberate, but which has gradually taken a recognised place in Secondary Schools. The London Matriculation examination was in its origin simply an examination for entrance into London University and had no relation to any individual schools or to their courses of study. It gradually came to be used as a Leaving Examination in Secondary Schools by many pupils who were not likely to proceed to a University course.† This somewhat casual use of a University examination as a school examination continued till a few years ago; or rather it continues to this day, though the University have now organized an alternative form of it specially adapted for school use. In 1900 the London University was reconstituted, and

* A fuller description of the examinations of the Joint Board is given on p. 185.

† For statistics in this connection, *see* page 390.

in 1902 an Extension Board was formed and entrusted with definite powers for the examination and inspection of Secondary Schools. The Board determined to offer the schools something on rather different lines from the existing Local Examinations, and they based their scheme on an intimate connection between examination and inspection. The first examination which they established was the "School Leaving "Certificate (Matriculation Standard)," which resembled the ordinary Matriculation examination as regards subjects and standard, but which was based on closer co-operation between the schools and the University as regards the schedule of work on which the examination papers were set, and which was open only to pupils in schools inspected by the University or some body approved by them; further, even in such schools, no candidate was, as a rule, eligible for a certificate who had not been under continuous instruction for at least two years in approved schools. After eight years' experience of this examination, during which time, as the figures show, it appears to have come into use very slowly, it was replaced in 1910 by another examination known as the "Senior School Examination." In this examination, the standard in each subject remains the same as before, viz., the Matriculation standard. The effect of the change which has been made in the regulations is to give greater elasticity to the system by making it possible for a pupil to obtain a Senior School Certificate by a combination of subjects not necessarily that required by the University for the purpose of Matriculation, whereas no certificate could be obtained in the School Examination (Matriculation Standard) unless the candidate passed in the subjects required for Matriculation. Candidates who pass at one and the same examination in the combination of subjects required for Matriculation are, as hitherto, registered without further fee as Matriculated Students of the University and are awarded Matriculation Certificates. In 1903 the Junior School Examination was started. It was designed to be an examination which any well-educated pupil of 15 years of age ought to be able to pass. It was not meant for a School Leaving Examination,* though it was so used by boys who left school at 15. Two years later still, another examination, the Higher School Leaving Certificate,* was established for pupils who had passed the Matriculation Standard Examination, but were remaining on at school till 18. Some 1,500 candidates entered for these three examinations in 1908–9, and in addition nearly 6,700 took the Matriculation Examination in its ordinary form.†

Turning now to the other Universities, we find that in 1900 the Victoria University (which then included the Owens

* In 1910 the use of the term "School-Leaving" was discontinued in connection with the School examinations and certificates of London University, as experience showed that it was liable to be misunderstood.

† A fuller description of these London University Examinations is given on page 194.

College, Manchester, University College, Liverpool, and the Yorkshire College, Leeds) began to use its Matriculation examination as a school examination, following the precedent of the University of London. At the establishment of the separate Universities of Manchester (1903) and Liverpool (1903), followed by those of Leeds (1904) and Sheffield (1905), the Universities in question were required by their Charters to co-operate by means of a Joint Board for the regulation and conduct of Matriculation examinations, including the conditions of exemption therefrom. The Joint Matriculation Board thus formed by representatives of the Universities of Manchester, Liverpool, and Leeds (and since enlarged by a representative of the University of Sheffield) continued the previous use of the Matriculation examination as a School examination. The membership of the Board consists of representatives appointed by each of the four Universities and four persons of educational experience (teachers of Secondary Schools) co-opted by the Board. In 1909 the Board resolved to separate its School examination from the Matriculation examination, and placed in the hands of a separate officer the supervision of the inspection and examination of schools together with the administration of a scheme for School Certificates. There are to be two ordinary certificates, the School Certificate and the Senior School Certificate. The latter is to be awarded mainly on Matriculation papers, but alternative papers may be substituted for them, and it is not necessary to take the Matriculation subjects to get a certificate. It is hoped that the Local Education Authorities will come into direct association with the scheme in some way or another. The interests of the Secondary Schools are safeguarded by the presence of a strong force of teachers on the Joint Board.

The Joint Board have also established this year (1911) a Housecraft Certificate for pupils in the Housewifery Forms of girls' schools. The examination is suitable for candidates of not less than 16 years of age who have received instruction in Domestic Subjects as well as in ordinary Secondary School subjects up to the standard of the School Certificate Examination.*

We may add that Durham conducted some Local Examinations for a few years, but has now abandoned them. Birmingham started a system of Local Examinations in 1905, but the number of candidates who have used them has always been very small. But it should be added that both Birmingham and Durham make arrangements for the examination and inspection of schools.

It will be seen then that the system of Local Examinations started at Oxford in 1858 has led to considerable developments

* A fuller description of the Examinations of the Northern Universities Joint Board is given on page 209.

of a similar nature in other Universities. It was also followed gradually by the foundation of numerous societies which were established for the promotion of study in individual subjects and which provided special examinations of their own. Thus, the Tonic Sol-Fa College started its examinations in 1859, the Trinity College of Music in 1877, the Associated Board of the Royal Academy of Music and the Royal College of Music in 1890, the Incorporated Society of Musicians and the Royal Drawing Society in 1884. The enormous clientèle which these various societies have secured may be seen from a perusal of the figures given in Appendix C. It will be seen that the Associated Board in 1908 examined 17,358 candidates, the Tonic Sol-Fa College 10,075 candidates, and the Trinity College 25,343 candidates, the Incorporated Society of Musicians 5,901, and the Royal Drawing Society 44,275.* We have no information as to how many of these candidates are Secondary School pupils. Many, no doubt, are Evening School pupils and private students. But it also appears that the examinations are extensively used in Secondary Schools.

While we are dealing with the subject of examinations in special subjects, it may be well to allude briefly to the examinations of the Society of Arts and of the Department of Science and Art. The Society of Arts decided upon a system of local provincial examinations in 1853. In the first instance, the subjects of examination were fairly general, and included English subjects, foreign languages, drawing, mathematics, and science subjects. In order, however, to prevent overlapping with the examinations of the Science and Art Department, which was established in 1853 and made enormous progress during the next 25 years, the Society eventually abandoned its examinations in Science and Art to the Department, and also transferred in 1879 its technological examinations to the newly-formed City and Guilds of London Institute. At the present time the Society's examinations are confined to commercial subjects, foreign languages, and music. It is not probable that they are used to any great extent by pupils in Secondary Schools. The bulk of the candidates are young people who are studying in evening classes.

As to the examinations started by the Science and Art Department, they are continued under the Board of Education's Regulations for Technical Schools. They are not now intended for pupils in Secondary Schools, and need not therefore be further considered here.

It will be convenient to add here a reference to the examinations of the London Chamber of Commerce. This body appointed a Commercial Education Committee in 1887, which

* Further particulars as to the examinations of these bodies are given on page 286.

prepared a Scheme for Commercial Education. The scheme was modified shortly afterwards, after consultation with the Oxford and Cambridge Schools' Examination Board, and has since undergone further amendments. At the present moment the Committee conduct three grades of examination, namely, the Junior Examinations, the Senior Examinations, and the Teachers' Examinations. The Junior Examinations are "suited to pupils "in Higher Elementary and Secondary Day Schools, during the "last year or two years of their school life, or to young persons "employed during the day-time attending evening classes at "which instruction in commercial subjects is given." The Senior Examination is "suited to youths over 15 years of age "who can devote all their time up to the ages of 18 or 19 to "study, and to others employed during the day-time who can "only attend at technical colleges or evening classes, at which "instruction in advanced commercial subjects is given." The Teachers' Examination is based on the Senior Examination, and is intended for persons who wish to qualify as teachers in commercial subjects, and is presumably taken only by candidates who are no longer in Secondary Schools. In both the Junior and Senior Examinations any of the subjects of the examination may be taken singly, and certificates are given for such subjects. Candidates who pass in certain obligatory subjects, and also a certain number of optional subjects, are granted a full "Junior "Commercial Education Certificate" or a "Higher Commercial "Education Certificate," as the case may be. The subjects are not exclusively commercial, as they include, in addition to purely mercantile subjects, English, modern foreign Languages, Mathematics, and Science. We have no statistical information as to the kind of schools presenting candidates for these examinations. While, however, we understand that the bulk of the candidates come from schools of other types, it is clear that quite a fair number enter from Secondary Schools.

We may conclude our notice of the origin and growth of the various examinations commonly found in Secondary Schools by a brief review of the examinations that now form the preliminary step in many professional careers. It must be understood that no reference is made here to examinations which are taken by candidates who have passed school age. We are only dealing here with examinations which affect, or may affect, pupils in Secondary Schools.

The conditions now in force for candidates for a medical career depend upon the regulations of the several qualifying bodies. But the recommendations of the General Medical Council have been generally followed as regards the acceptance of particular examinations for this purpose. The Council was instituted in 1858, and on August 11th, 1859, adopted the report of a committee "that it is desirable that all "students shall pass an examination in general education "before they commence their professional studies." The

Council further recommended that a register of students who had passed such an examination and begun professional study should be formed, and that all students should be registered after October 1st, 1861. The Council drew up a list of examinations which seemed to it worthy of recognition for the purpose. It had no statutory power to require the qualifying bodies to accept this list, and had no power to compel students to place their names on a register. Nevertheless, the convenience of a general agreement on the subject of preliminary examinations led to the acceptance of the list by the qualifying bodies. Many of them require students to place their names on the Students' Register, and others strongly encourage them to do so. The list of examinations recognised by the Royal College of Physicians of London and the Royal College of Surgeons of England, the chief qualifying bodies in England, with a few very slight differences is identical with that drawn up by the General Medical Council, while the University examinations with similar slight differences are upon that list.

The Institute of Chemistry drew up in 1877 a list of examinations success in which would qualify candidates for registration by the Institute. The Institute conducts no admission examinations of its own.

The Pharmaceutical Society used to conduct a Preliminary Examination of its own, and also recognised those of other bodies. In 1900 the Society ceased conducting its own Preliminary Examinations, and now uses those of other bodies entirely.

The Royal College of Veterinary Surgeons established in 1888 a system by which it was agreed that the College should conduct no qualifying examinations of its own, but should accept a list of such examinations similar to that drawn up by the General Medical Council.

As regards the legal profession, there was no regular system of examinations as a necessary condition of a call to the bar before 1872. At the present time students are admitted to any of the four Inns of Court subject to the "Consolidated "Regulations of the several Societies of Lincolns Inn, the "Middle Temple, the Inner Temple, and Gray's Inn." Prior to October, 1910, candidates were admitted who had passed a public examination at a University, or for a commission in the Army or Navy, or for the Indian Civil Service, or for the Consular Service, or for Cadetships in the three Eastern Colonies of Ceylon, Hong Kong, and the Straits Settlements. All other candidates had to pass an examination in English, Latin, and English History, conducted by a Joint Board appointed by the four Inns of Court. This latter Examination has now been given up and the Inns of Court conduct no preliminary examination of their own. At the same time the number of qualifying examinations has been considerably enlarged, the schedule

of accepted alternative examinations drawn up by the Council of Legal Education including amongst others the Matriculation or Preliminary Examinations of all Universities in the United Kingdom, as well as various examinations of the type and standard of the Oxford and Cambridge Local Examinations. Candidates are not required to have passed in any special subjects.

Candidates who wish to enter into Articles of Clerkship to Solicitors are required to pass a preliminary examination under regulations laid down by the Law Society. This Society, which was founded in 1825, began to conduct its own entrance examinations in 1862, under the Solicitors' Act of 1860. At the same date it made arrangements to accept examinations conducted by other bodies. These arrangements continue to the present day.

The Institution of Civil Engineers began in 1889 by recognising the examinations of other bodies, but in 1897 added an alternative examination of their own. The Surveyors' Institution, from 1881 onwards, has conducted its own Preliminary Examinations, and also recognised those of other bodies. The Royal Institute of British Architects started the dual system in 1889. Amongst commercial bodies, the Institute of Chartered Accountants established the dual system in 1882, the Incorporated Society of Accountants and Auditors did the same in 1886, and the Auctioneers followed suit in 1891. The Institute of Actuaries used to recognise no qualifying examinations but its own; but in 1908 it gave them up, and now accepts only the examinations of certain recognised educational bodies.

As regards the Army, candidates for Woolwich, as already noticed, used to be nominated by the Master General of Ordnance, and those for Sandhurst by the Governor of the College, the nominees being required to pass a qualifying examination conducted by the professors of the two institutions. Candidates for direct commissions had to pass no examination at all before 1849, when an examination by the professors at Sandhurst was established, mostly *vivâ voce*. The Crimean War brought about a shortage of officers, and various expedients, including nomination by headmasters, were tried in 1855, and the existing qualifying examinations were considerably relaxed in standard. In June, 1857, a Council of Military Education was appointed, its general functions being to discuss the principles on which military education, both before and after the receipt of a commission, should be conducted. Consequent on the deliberations of this Council various changes were introduced. It was decided that admission to Sandhurst and Woolwich should depend upon the results of open competitive examinations, conducted half-yearly by the Council of Military Education, while admission to the Army by direct commissions was to be by means of a qualifying examination, also held in London by the Council. In 1868 a Royal Commission was

appointed to inquire into the "present state of military education," and, as a result of the Commission, the Council of Military Education was abolished, and a Director-General of Military Education, responsible to the Secretary of State for War, was appointed to take over its duties. In 1870 the conduct of the examinations for entrance to Sandhurst and Woolwich was transferred to the Civil Service Commissioners, and also those for the Militia and for other candidates for direct commissions. Two examinations were established, a Preliminary and a Further, the object of the Preliminary or qualifying examination being to eliminate candidates who had no reasonable chance of succeeding in the Further or competitive examination. In 1893 the Preliminary Examination was abolished, the Civil Service Commissioners representing that it had failed to fulfil its object. The next great inquiry into the education of Army candidates was undertaken by the Akers-Douglas Committee, which issued its report in 1902. As a result of this Report the entrance examination was again divided into two parts, one qualifying and one competitive. In order to pass the earlier examination candidates could either take the Army Qualifying Examination, held in London and Dublin by the Army Qualifying Board under the direction of the Army Council, or could take some public examination equivalent to it, or could obtain Army Leaving Certificates at their schools.

These certificates were accepted by the Army Council only if granted by certain recognised examining bodies,* and only in certain inspected and approved Secondary Schools, of which there are in England and Wales about 60. Further, candidates were only eligible for such certificates if they had attended one or more such schools for three years' continuous teaching. Having obtained their qualifying certificates, candidates had then to enter for the competitive examination conducted by the Civil Service Commissioners.

This is the system in force at the present moment (1911); but a further change has recently been decided upon by the Army Council, and will come into force in April 1912. According to the new scheme, the last Army Qualifying Examination will be held in March 1912, and the last Leaving Certificate Examination, for Army purposes, in the Michaelmas Term, 1911. Subsequently there will be only one examination for the admission of officers to the Army, which will be known as the Army Entrance Examination. This examination will be conducted by the Civil Service Commissioners, and will combine the functions of the existing qualifying and competitive examinations. A candidate for admission to Woolwich or Sandhurst

* For England, the Oxford and Cambridge Schools Examination Board, the University of London, the University of Birmingham, the Oxford Local Examination Delegacy, and the Cambridge Local Examination Syndicate. For Wales, the Central Welsh Board.

by competition will have to qualify in the Army Entrance Examination by passing in certain obligatory subjects; the aggregate of the marks obtained in the obligatory and optional subjects combined will decide his place in the competitive list. Candidates for direct commissions, who are only required to pass a qualifying examination, will qualify in future by taking the obligatory subjects in the Army Entrance Examination. The new scheme, however, makes one interesting departure from previous practice which is of special interest in any account of the development of an examination system. The Army Council have decided to grant a certain number of Cadetships at Sandhurst each half year to candidates who will not be required to pass any entrance examination. Such Cadetships will be given to suitable candidates nominated by the headmasters of schools specially recognised for the purpose. Such schools must be regularly inspected by an approved body, and must maintain a contingent of the Officers' Training Corps. The candidate must, among other conditions, be recommended by his headmaster as thoroughly suitable, must have attended continuously for at least three years at one or more recognised schools, and must have been in residence at his school to the end of the school term immediately preceding his nomination. Cadets who enter Sandhurst by such nomination are subject to the same conditions, on passing out of the College, as Cadets who have entered by competition.

As regards the age for admission to the Army, there have been many changes during the period covered by the above paragraphs. In 1850, candidates for admission to Woolwich had to be between 14 and 16 years of age, and candidates for Sandhurst between 13 and 15. After many fluctuations, the ages in the new regulations have been settled as follows:—For Woolwich, $16\frac{1}{2}$–$19\frac{1}{2}$ years; for Sandhurst, 17–$19\frac{1}{2}$; for qualification only, $16\frac{1}{2}$ years and upwards.

It may be added that the last two paragraphs refer exclusively to examinations for admission to the Army, which alone affect pupils in Secondary Schools. It may be interesting, however, to add, as another instance of the great extension of examinations during the decade 1850–1860, that examinations of officers for promotion were first introduced by the Duke of Wellington in 1850.

As regards the Navy, entrance examinations for naval officers were held at the Royal Naval College, Portsmouth, from about the year 1806. There was, however, no competition for Executive officers till the establishment of a system of admission to the training ship, H.M.S. "Britannia," by competition among nominated candidates in 1869. Engineer officers were entered by open competition from 1861 onwards, and Marine officers from the time of the adoption of open competition for the Army. Previous to the great changes introduced in 1903, the immediately preceding system of selection was as follows:—Boys who

wished to become Executive officers had to obtain a nomination when they were between $15\frac{1}{2}$ and $16\frac{1}{2}$ years of age (about three nominations being given for each vacancy), and were finally selected by competition. Engineer officers were selected by open competition at the age of $14\frac{1}{2}$–$16\frac{1}{2}$. Marine officers were selected by open competition at the Army examinations for Woolwich (in the case of the Royal Marine Artillery) at the age of 16–18, or for Sandhurst (in the case of the Royal Marine Light Infantry) at the age of 17–19.

In 1903 all this was completely changed, and the arrangements which now exist were first introduced. Under this scheme all naval cadets are admitted at a very early age, namely when they are not less than 12 years and 8 months old, nor more than 13 years. Candidates appear first before a selection committee which interviews each candidate separately. Candidates recommended by the interviewing committee are then required to pass the Qualifying Literary Examination. The subsequent education of successful candidates is conducted in special schools under naval control. It will be seen that the entrance examinations for Naval Officers have comparatively little effect, in their present form, upon Secondary Schools except indirectly through the preparatory schools.

Entrance examinations for the lower ranks in the Navy are mostly of later origin. The earliest date at which any reference to entrance examinations for dockyard apprentices can be traced is the year 1853. Entrance examinations for Naval Shipwright Apprentices were established in 1898, and for Boy Artificers in 1903. Candidates for these examinations are considerably older than candidates for Naval Cadetships, and to that extent their entrance examinations have a more direct influence on Secondary Schools. Boy Artificers are admitted between the ages of 15 and 16 either (*a*) on the result of an open competitive examination conducted by the Civil Service Commissioners, or (*b*) on the recommendation of certain Naval Commanders-in-Chief on account of Service claims (such candidates, however, have to pass a qualifying examination), or (*c*) on the recommendation of certain educational authorities. Candidates who come under the last category are not required to pass any examination (provided they are physically fit), but they are expected to have educational attainments at least equal to those of boys who enter by open competition, and must have spent at least one year in a secondary school, or at least two years in a higher elementary school. Boys who wish to become Dockyard Apprentices or Boy Shipwrights enter their career by means of an open competitive examination, which they take when they are between 14 and 16 years of age. We understand that most of the candidates for this examination, which is severely competitive, take it after a course at technical schools or at private establishments which lay themselves out to prepare for this examination. It is

doubtful, therefore, whether the examination has much concern with secondary school pupils.

In addition to the above examinations, there are, of course, a certain number of entrance examinations for administrative posts in the Admiralty and in the Navy. These are conducted by the Civil Service Commissioners, and so far as they affect the question of examinations in Secondary Schools are dealt with elsewhere.

As regards the teaching profession, no formal course of qualifying examinations is prescribed by authority, except in the case of teachers in Public Elementary Schools. The higher grades of such teachers are only recognised by the Board of Education on the strength of success in certain stated public examinations. The Board publishes lists of examinations, success in which entitles candidates to different grades of recognition, and it also conducts examinations of its own for a similar purpose. These examinations are three in number—the Preliminary Examination for the Certificate (originally called the Queen's Scholarship Examination), the Certificate Examination, and the examination of Students in Training Colleges. Of the latter two it is unnecessary to speak here, as they are confined to candidates who are above Secondary School age. As to the Preliminary Examination a detailed account of its origin and growth may be found in note 32 to Appendix C.,* and need not be given here. But it should be mentioned that the connection between this examination and the Secondary Schools only dates from very recent times. Previous to 1900, pupil teachers were instructed either in Pupil Teacher Centres or by the head teachers of their Public Elementary Schools, and as the Scholarship Examination was little more than the final examination at the close of pupil teachership, it did not affect the Secondary Schools to any great extent. With the process of merging the Pupil Teachers Centre into the Secondary School, which was inaugurated by the Board of Education in 1903, the period of contact began, and the connection between the Preliminary Examination and the Secondary Schools became even closer after the Pupil Teacher Regulations of 1907. At the present moment, though a large number of Secondary School pupils who intend to become teachers in Elementary Schools prefer to take some alternative examination, the number who take the Preliminary Examination is considerable, amounting to rather over 4,000 in 1910, and the examination must be recognised therefore as one which has a considerable effect upon Secondary Schools.

We have now given very briefly an account of the various stages in the growth of the more numerically important external examinations which, apart from those for Scholarships, may be supposed to affect pupils in Secondary Schools. It will, of course, be understood that there are many examinations in

* *See* page 324.

existence other than those to which we have referred. Such are the examinations conducted by the City and Guilds of London Institute, the Union of Lancashire and Cheshire Institutes, and the National Union of Teachers. But we have not referred to them here either because they are taken by older candidates, or because, though the candidates may be of Secondary School age, the examinations do not appear to be taken to any great extent by candidates in Secondary Schools. As regards scholarship examinations, we have refrained from any detailed inquiry for reasons given in the introduction to this report.

So far, we have confined ourselves to an account of the bare historic facts connected with the origin and growth of the actual examinations now common in Secondary Schools. Before we proceed to the next chapter, it may be well to supplement this account by a brief description of the evolution of prevalent ideas about the functions of examinations.

Examinations began as a method of testing the efficiency of a candidate for the practice of some profession or for admission to some learned society. Just as in the trade guild no one was admitted to mastership until the completion of his term of apprenticeship, and (as a rule) until he had shown by the production of a masterpiece that he could do a piece of work to the satisfaction of the guild, so, in the University, no one could receive the *licentia docendi* until, after serving his apprenticeship of study, he had passed a technical test by which he was required to teach in public exactly as he would be required later to teach in the schools of the University. Similarly, a candidate for a medical career was from very early times examined, both as to his knowledge of medical subjects and as to his general education, and the degree or diploma which he obtained entitled him to be admitted to a licence to practice, or itself conferred that licence. The examinations for admission to the membership of the Royal College of Physicians of London, founded in 1518, are but little altered examples of examinations as used at the Revival of Learning.

But, early in the eighteenth century, both in England and Ireland, examinations took on a new function, namely, the distinguishing between candidates for academic distinction according to their different degrees of intellectual merit. These competitive examinations for the award of scholarships and other University distinctions had a bracing and salutary effect upon academic life. Their influence may be compared to that of unrestricted competition upon corporate and often obsolete restrictions in industry and commerce. The two developments in our national life were practically concurrent, sprang from similar needs, and were congenial to a similar attitude of mind.

A third stage was reached when the intellectual leaders of the French Revolution organised competitive examinations on a national scale for the recruiting of the public service. Their aim was to supersede the favouritism of private patronage, to

secure equality of opportunity of preferment, and to staff the Government departments with the intellectual *élite* of the whole people. The idea of their scheme was that an arduous intellectual test could give a guarantee of administrative ability and of personal character. Clearly, as Macaulay, Trevelyan and Jowett always maintained, there is a good deal to be said for this view, but probably less than the thinkers of the Revolution assumed. Jeremy Bentham was captivated by the simplicity of the French idea, and by its administrative convenience. He was the first to elaborate a scheme for its adoption in England. Fantastic in many of its details, too mechanical in its psychological presuppositions, Bentham's plan lay long unnoticed. Chadwick, his disciple, was the untiring advocate of examinations as a test of fitness for the public service; and finally, on the recommendation of Trevelyan and Northcote, the principle was adopted in this country, the approval of the public being secured under the stress of two practical emergencies, namely the breakdown of Departmental administration in the Crimean War, and the danger of making Government appointments in India an affair of ministerial patronage, and therefore liable to political pressure from members of the House of Commons. Out of these beginnings, as already noticed, the immense system of our Civil Service examinations took its rise.

In the fourth place, a further function was added to the examination system in England about the middle of the nineteenth century, namely its use as a test of the efficiency of teachers in schools. This new development rested upon the belief, sound within certain limits, that an independent and impartial test of the pupils' knowledge would indirectly furnish evidence of the professional efficiency of the teachers, and would stimulate industry in the discharge of their duties.

Yet a fifth function has been allotted to the examination system in modern times, namely the diffusion of a prescribed ideal of liberal culture by means of an intellectual test imposed upon pupils in Secondary Schools at the completion of their course of study. This use of the examination system was first adopted in Germany. It lies at the root of the *Abiturienten-examen.* Under the pressure of modern developments of knowledge, its original limitations have broken down. But, in the first instance it rested upon the hypothesis that, for the efficient discharge of the duties of citizenship in the more responsible positions in life, or as the necessary qualification for admission to a University, every young man should be required to have reached a prescribed standard of all round attainment in liberal studies.

We may close this chapter by saying that the rapid development of the examination system about the middle of the last century was connected with (and in part the outcome of) a widely diffused faith in the efficiency of competition, not only

in industrial operations, but also as an instrument of social reform. Examinations were to cure jobbery in the State and in the University; they were to be the open door by which merit was to come to its own; they were to provide a test whereby the public were to be enabled to estimate the education given to their children; and, lastly, they were to provide a wholesome stimulus both to teacher and pupil. In many respects the prevailing public opinion of the day (though challenged and satirised by Ruskin and other critics) was not unjustified. The more extended use of competitive examinations had in many ways a beneficial influence upon English education, stimulating the energies of many individual teachers and pupils, and delivering some schools from torpor and indolence. But it has now become clear that in the latter part of the nineteenth century public opinion in England was disposed to put a quite excessive reliance upon the system of competitive examinations as a panacea for educational delinquencies or defects. Examinations, as ends in themselves, have occupied too much of the thoughts of parents and teachers. Their very convenience and success led to their undue multiplication and to their occupying too large a place in the system of national education. We shall show in the following report that in our opinion the time has come—not for their abandonment (for nothing can supply their place)—but for the curtailment of their numbers, and for the correction of their results by other forms of educational supervision, especially by inspection and by a sensible regard to those sides of school life which no written examination can ever test, and for which purely intellectual discipline is not in itself a substitute.

Chapter II

THE PRESENT STATE OF THINGS.

In the last chapter we gave a brief sketch of the history and growth of the more numerically important external examinations commonly taken in Secondary Schools in England. We have also prepared an account of these examinations as they are to be found at work to-day.* We attach great importance to this account, as it forms the basis upon which we shall base our plea for reform. We have found, however, that if the account is to be either fair or useful it must not only run to considerable length, but must inevitably be of such a kind that the true bearing of the facts is apt to be obscured by the multifarious details. We have decided therefore to place this account of the existing state of things at the end of our report, thinking it would be more helpful to the Board if we contented ourselves here with a statement of what appear to us to be the salient points which emerge from a study of the more detailed account and from the information supplied to us by our witnesses as to the way in which the system works.

I.—THE INDEPENDENCE OF EACH OTHER OF EXAMINING BODIES.

We have already shown in Chapter I. how in the middle of the last century the College of Preceptors, the Society of Arts, and the Universities of Oxford and Cambridge each turned their energies to the improvement of the Secondary Schools of the day, and how for historical reasons their development proceeded on independent lines. These bodies, and also others such as London and the other Universities, have nearly always retained the independence of each other with which they started. With the two important exceptions named below, these various examining bodies, many of which have now extended their sphere of work over the whole country, are acting not only independently of each other, but in many instances in virtual competition. There appear to be only two instances in which any examining bodies have formally co-operated in conducting joint examinations. The Universities of Oxford and Cambridge, while maintaining the separate organisations of the Oxford Delegacy and the Cambridge Syndicate for Local and other examinations, have a Joint Board which conducts examinations for pupils in Secondary Schools of certain types. The four northern Universities of Liverpool, Manchester, Sheffield and Leeds have also a Joint Board for Matriculation purposes and have recently started a joint scheme for the inspection and examination of Secondary Schools. In all other instances the principal

* *See* Memorandum, page 159.

examining bodies, as also various professional and commercial institutions which require an examination test from students and apprentices, have continued to maintain distinct examinations of their own, with their own individual requirements and regulations. The result of this may be gauged to some extent from a reference to Appendix C. That appendix gives a list of the examinations conducted by the more numerically important bodies which examine, or require a preliminary examination of, boys and girls of Secondary School age. Many of these bodies, though by no means all, recognise examinations other than their own under certain conditions. But even so the number of separate examinations even in this by no means exhaustive list amounts to nearly ninety.

It should be noted in this connection that this variety of examinations is not wholly, or even largely, due to a variety of object. The Oxford Delegacy and the Cambridge Syndicate for Local Examinations, the College of Preceptors, and the London University Extension Board, for instance, are all largely concerned in providing examination tests for pupils in Secondary Schools. That is to say, their examinations are primarily intended as tests of the efficiency of the schools and their scholars, and are only indirectly used as entrance examinations to the various universities and professions. But even in this more or less homogeneous branch of examination work these four bodies work in independence of each other, and this independence leads to a good deal of overlapping of effort. A reference to Appendix A. will show to what extent this has been carried. It appears from that appendix that there are 20 towns where these four examining bodies all hold independent Local Examinations; there are 26 where three of these bodies hold such examinations; and 84 towns where two of these bodies have such examinations. It seems fairly clear that looking at the facts as a whole the system is the result of practically independent action. It is the outcome of a varied succession of unconnected accidents, in which owing to the disinclination or inability of the State to superintend the work at its beginning, there has been no single co-ordinating force at work. Head masters and mistresses, influenced either by patriotism to their own university or by the belief that one particular examination was more suited to their own curriculum, showed anxiety to be examined by one particular body, and so helped in many cases to lead to the establishment of more than one examination centre in the neighbourhood. It is not implied that the examining bodies have forced themselves upon the different localities. They appear to have extended their spheres of action only on the invitation of local teachers or committees. Nevertheless, the result has been that opportunities have been offered for candidates to enter for a variety of examinations. The great importance of the above facts will appear later, especially

when the connection between inspection and examination is being discussed.

So far we have been referring mainly to bodies which exist primarily for the same purpose, namely, for conducting examinations of pupils of secondary school age for purposes which are primarily educational. When we turn to the case of the professional, commercial, and other similar bodies enumerated in Appendix C., we are dealing with bodies which have been formed for very distinct purposes and which therefore are naturally independent of each other so far as their main objects are concerned. But many of these bodies have this in common with each other, that they are concerned with the early education and preliminary examination of their apprentices and students. We find, however, that even in this branch of their work they act as a rule without any mutual consultation. Some of the medical qualifying bodies form the only considerable exception which has been brought to our notice. Thus, the Royal College of Physicians of London, the Royal College of Surgeons of England, and the Society of Apothecaries, each acting in general agreement with the General Council of Medical Education and Registration, accept an almost uniform list of equivalent examinations, and do not hold any preliminary examinations of their own. Further, the Royal College of Veterinary Surgeons accepts the list of examinations drawn up by the General Medical Council. None of the other professional and commercial bodies, however, appear to have arrived at any similar system of co-operation, or to have evolved any systematic method of co-operation by which they can be kept acquainted with the combined effect of their varied requirements upon the schools from which they draw their material.

We are for the moment only concerned with the actual facts of the case, and not with the historical reasons for them or with any remarks upon their effect on secondary education. We may, however, state briefly here that we consider that there are certain difficulties which are caused by this independence of action, and that educational changes have led to a clearer recognition of these difficulties. Further, we think that they might be considerably lessened by concerted action, and that this might be brought about by the conciliatory action and unifying influence of the Board of Education. This point will be more fully developed in Chapters IV. and V. It may be mentioned here, however, that in any attempt to introduce a greater degree of co-operation, there is one body, namely, the Civil Service Commission, whose operations present a somewhat special difficulty. Their influence affects candidates who are not confined to England, or even to the United Kingdom. Even, therefore, were each constituent of the United Kingdom or of the Empire to establish a sound examination system of its own, the co-operation of the Civil Service Commission with the various national systems would still remain a difficulty unless the

process were carried a step further and these systems in turn were subjected to some unification. While, therefore, we do not think it is impossible to suggest ways in which the examinations of the Civil Service Commissioners may be brought into closer harmony with secondary education, it is necessary to admit that their independence is on a different footing from that of other examining bodies.

II.—The Interchangeability of Certificates incomplete.

It has been shown in the last section that there are a large number of University, professional, commercial, and educational bodies which are conducting examinations of their own in complete independence of each other. But many of these bodies, while unwilling for various reasons to give up their own examinations, have agreed to recognise other examinations under certain conditions as equivalent to their own. Thus the Universities and professional bodies, while retaining their own matriculation and preliminary examinations, have in the great majority of cases agreed to exempt from such examinations candidates who possess certificates showing that they have passed examinations of a corresponding standard. This system of "equivalents," which was begun somewhat tentatively, has been extended during the last few years, owing largely to the impetus derived from the ventilation of the subject in 1904, when the whole question was raised by some of the professional bodies, considered and reported on by the Consultative Committee, and subsequently discussed by the various examining bodies. Moreover, there are signs that the movement, if somewhat slow, still continues, and has brought much relief to the schools and their pupils. At the same time, we consider that there is still much room for improvement, and that the system is hampered by so many intricate and confusing restrictions that nothing like the whole difficulty has yet been remedied.

Before proceeding to describe the actual working of the system, we should like to repeat that we are not for the moment offering any criticism upon it. We are only endeavouring to set out the facts of the case, and we wish to guard ourselves from appearing in any way to imply that the intricacies of the system are due solely to want of organisation. We realise further that the complication of examination requirements which we are about to describe is to some extent based on the fact that, whether rightly or wrongly, different careers normally encourage different kinds of preparation, and that demands are made for examinations suitable to these alternative courses of preparation. To what extent these demands are reasonable and must be met is a matter which we shall consider later. At present it is sufficient to note that we are aware that there is a genuine

difficulty to be faced. The rest of this section of our report should be read in the light of this warning.

To show how the system works in practice, we have prepared some tables showing the various exemptions granted by University, professional and other bodies to candidates who are successful in the examinations of the Oxford Delegacy, the Cambridge Syndicate, and the Oxford and Cambridge Schools Examination Board. These tables are given in Appendix D., page 329. An examination of them will show that the bodies who grant exemption on the strength of those examinations, have in many cases laid down the conditions on which they will do so. The most important condition relates to the combination of subjects in which the examination is passed. Further, it is sometimes made a condition that the candidate shall actually have obtained a certificate, while in other cases it is accepted as sufficient that he shall have passed the certificate examination in certain subjects, even if they did not qualify him for the certificate itself. In other cases it is laid down that all the required subjects or certain combinations of them shall have been passed at one and the same examination; sometimes not more than two examinations are allowed; sometimes the number of examinations is made to depend on the number of distinctions in various subjects; sometimes the number of examinations is left quite open.

The possible commutations of all these various conditions are endless. As an example, we may take the case of pupils who take the Oxford Senior Local Examination, and wish to use it subsequently to obtain various exemptions. Those of them who wish to obtain exemption from any part of the Previous examination at Cambridge must, in addition to passing the Senior Local in certain stated subjects, obtain a certificate on the examination as a whole. On the other hand, those of them who desire exemption from the corresponding examination at Oxford need not obtain a certificate so long as they pass in certain stated subjects (which are not so numerous as those required at Cambridge). Again, those who desire exemption from the Matriculation Examination of London University, of the Northern Universities Joint Board, and of Birmingham and Bristol Universities, or from the Preliminary Examinations of the Institution of Civil Engineers, must obtain a certificate and pass in the required subjects at one and the same examination. Those, on the other hand, who desire exemption from the corresponding examinations of the University of Wales, or the Institute of Chartered Accountants, may make up the required subjects at more than one examination. Those who wish for registration by the General Medical Council must obtain a certificate, and must either pass in certain required subjects at one or two examinations, or, if their subjects are spread over more than two examinations, obtain a Distinction in one or more subjects. Further, candidates find that even

kindred Societies may have different practices. The Institute of Chemistry, for instance, expects that its required subjects shall, as a rule, be passed at one examination, while the Pharmaceutical Society has a different list of subjects and requires them to be passed at not more than two examinations. Again, in the lists of required subjects candidates find great divergencies. English is demanded from them as a condition of admission to London University, but cannot be offered, even as an option, by candidates for Responsions at Oxford. On the other hand, Greek is compulsory at Oxford* and Cambridge, and optional for London. Latin is compulsory for Oxford, Cambridge, the University of Wales, and optional for London, Birmingham, Bristol, and the Northern Universities. Without analysing the whole list, we may point out that while candidates can obtain their Oxford Senior Certificate by passing in five subjects, no one set of five subjects is accepted by all the exempting bodies. A candidate would have to pass in eleven subjects, viz., Arithmetic, English, Mathematics (Algebra, Geometry and Trigonometry), Higher Geometry, Latin, Greek, English History, Geography, French or German, Chemistry or Physics, and a portion of New Testament in Greek, to be sure that his certificate would be accepted by all the bodies who accept the Oxford Senior Certificate as qualifying a candidate for exemption from their Matriculation or Preliminary Examination. If he only passed in the five subjects required by one particular body, and then for any reason changed his plans and needed to use his certificate to obtain exemption from the examination of some other body, he might find it quite useless to him, unless, of course, it happened that that particular body allowed him to complete his subjects at subsequent examinations.

The above instances relate only to persons who wish to obtain subsequent exemptions by passing one particular examination, namely, the Oxford Senior Local. But the same thing applies to other examinations of a similar kind. Thus the regulations of the Cambridge Local Examinations, the Oxford and Cambridge Joint Board Examinations, and the London Matriculation Examination each contain from four to six pages of closely printed details showing on what exact terms success in these examinations is accepted by University and professional bodies. These regulations are far too lengthy to be quoted here, and much too intricate to be reduced to anything like tabular form. An endeavour was made, as a matter of fact, to produce a table which would show in fairly simple form the requirements of the various exempting bodies; but it appeared to be impracticable.

* At the present moment (July, 1911) a Statute has passed through the preliminary stages at Oxford which, if eventually passed by Convocation, will allow all who take Honours in Mathematics or Natural Science to proceed to their degrees though they have not offered Greek in Responsions.

A somewhat less ambitious table showing the subjects required by professional bodies in their own preliminary examinations will be found in Appendix G. on page 357. It will be noticed that this table does not attempt to show the requirements of these bodies in connection with examinations other than their own.

It may be added that the Universities treat each other's Matriculation Examinations in much the same way as they treat examinations of the "Local" type. Thus Oxford will not accept the Matriculation Examinations of London, the University of Wales, or the Northern Universities' Joint Board, in lieu of Responsions, unless certain conditions are observed in each case, will only accept the Matriculation Examination of Birmingham in part, and will not recognise the Matriculation Examination of Durham at all. Cambridge accepts Responsions as equivalent only to Part I. of the Previous Examination; she only accepts the Matriculation Examinations of London and the Northern Universities provided certain subjects are passed, and even then insists on successful candidates taking the "Previous" paper in Greek Gospel or its substitute as well; she applies much the same conditions to the Birmingham Matriculation examination, with an added condition as to the standard of the papers; she does not accept the Matriculation of Durham or Wales at all. London University will accept the Previous examination of Cambridge, but only on more onerous terms than those on which that examination is accepted at Cambridge itself; will only accept the Northern Board's Matriculation provided that certain subjects are taken, and are passed at one and the same examination; and will not recognise Responsions, or the Matriculation Examinations of Birmingham, Wales, and Durham at all. The Northern Board only accepts Responsions, the Previous Examination, and London Matriculation under certain conditions, and does not accept the Matriculation Examination of other Universities at all. Birmingham accepts the Previous Examination if it includes the Additional subjects, accepts Responsions only as a partial exemption, and accepts the Matriculation Examinations of other recognised Universities only if they include all the required subjects. The four Northern Universities of course, with their Joint Matriculation examination, act as one University for this purpose. But apart from this, it appears that there are only three instances in which one English University will recognise unconditionally the Matriculation Examination of another. Durham accepts unconditionally the Matriculation Examinations of all English Universities. Bristol accepts unconditionally the Matriculation Examination of any University in the United Kingdom. Oxford accepts unconditionally the Previous Examination of Cambridge.

It would be fair, we think, to sum up the matter by saying that though the acceptance of "equivalents" has spread during

the last few years, the various stipulations and conditions which are still retained as an integral part of the system have left unremedied many of the difficulties due to the requirements of the different bodies.

The matter was referred to by many of our witnesses. The Rev. A. A. David, speaking as headmaster of Clifton College, just before his appointment to Rugby, told us that he "had made an attempt to establish a scheme by which "boys should take at about the top of the fifth Form an "examination that would be accepted by the various bodies "for entrance to the professions. . . . . On "further experience, however, it was found that nearly all "the bodies that professed to accept the proposed examination "as equivalent to their own entrance examinations required a "different choice of subjects to make up the certificate. The "result was, therefore, exactly the same as before, groups of "boys taking different groups of subjects in the same Form. "Thus the acceptance of equivalents had not, up to the "present, done much to alleviate the position." Mr. Cyril Norwood, Headmaster of the Bristol Grammar School, stated that "although many professional bodies were ready to accept "the London Matriculation as equivalent to their own pre-"liminary examinations, they all made stipulations as to "particular subjects. Thus the acceptance of equivalents had "by no means removed the difficulties of multiplicity of examina-"tions." Miss Gadesden, Headmistress of the High School for Girls, Blackheath, said that "the Head Mistresses' Association "were in communication with London University and the Oxford "and Cambridge Joint Board on the subject of the substitution of "one matriculation examination for the other on fairly easy "terms; but so far no satisfactory arrangement had been made. "At present, the interchange of certificates was very difficult, "because different subjects were insisted upon by the different "Universities. For instance, the Joint Board Higher Certificate "did not exempt from the London Matriculation unless either "Latin or Natural Philosophy (divided into four groups) was "taken. The standard of Latin required was equal to Sixth Form "work in boys' schools. The knowledge required in any "one of the four groups of Natural Philosophy was distinctly "of a higher standard than that required for Matriculation."* Miss Burstall also, Headmistress of the Manchester High School for Girls, stated that the position as regards the equivalence of examinations was improving, "but there were still great diffi-"culties. The Northern Universities, for instance, had 'set "books' in Classics, and the University of London refused to "accept the Northern Matriculation unless candidates took the "'unseen' translation paper in Classics, a plan which many "experts thought wrong." Another witness, Mr. Houghton, informed us that, "in spite of all that had been done, great

* But *see* note on page 540.

" multiplicity of examinations still existed, as was shown by a " case recently brought to his notice, where a girl had taken " five examinations in one year, including the Matriculation of " London University and of the Northern Universities and the " Oxford Senior Local, but, wishing to become a teacher, found " at the end that a particular subject needed was not amongst " those she had taken. She had been a pupil at a well-known " school, and had taken her examinations on the advice of the " headmistress. But so great was the diversity of requirements, " that it was difficult to ascertain exactly what was needed " in a particular case." Professor Anwyl, Chairman of the Central Welsh Board, said that " At Aberystwyth there was " a centre for the Oxford and Cambridge Locals and also for " the London Matriculation Examination. The latter had been " held in this town for many years, and was taken by many candi- " dates in addition to the Matriculation of the University of " Wales, especially by those desirous of taking a course of " medicine at London. London University had not accepted " the Welsh Matriculation, and in some cases it was a necessity " to take the London Matriculation in order to enter for the " London degree. Attempts had been made for some time to " get this state of things altered."

The following extract from the prospectus of a school on the Board of Education's List of Efficient Secondary Schools is worth quoting in this connection. The school is for boys only, and has about 130 pupils. The extract shows the extent to which even a small school is forced to prepare for a variety of examinations.

> " The curriculum embraces all subjects usually taught at Public Schools, and boys are prepared for all examinations. . . Special preparation is provided as follows:—
>
> (1) In Forms VI. and V.: University Scholarships Oxford and Cambridge, Joint Board Higher Certificates, London Matriculation, and Intermediate Commercial Certificates of the London Chamber of Commerce.
>
> (2) In the Military and Naval Department: Sandhurst, Woolwich, Junior Admiralty Appointments, Naval Cadetships, Clerkships, and Engineer Studentships.
>
> (3) In Form V. and Remove: Cambridge Local Examinations."

In the face of this evidence, and of the state of things as disclosed in Appendix D., we feel that it is clear that much of the apparent equivalence of examinations is not effective in practice. It has already been mentioned that the facts given in this Appendix only show the stipulations made by the various Universities and Professional bodies in relation to the examinations conducted by the Oxford Delegacy, the

Cambridge Syndicate, and the Oxford and Cambridge Joint Board. The complexity of the question may be gauged from the fact that corresponding lists of stipulations are made in respect of all the other examinations generally accepted for this purpose.

III.—The Results of the Multiplicity of Examinations for "Certificates," and of the Lack of an Adequate System of "Equivalents."

It may be taken, then, as a fact that there are at the present moment a large number of external examinations in Secondary Schools, the certificates of which, regarded as entrance qualifications to the various Universities and professional careers, cannot be said to be always accepted as yet as valid equivalents. The effect of this upon the schools is obvious. The schools are not specialised training grounds for special professions, nor is it at all desirable that they should become so. It happens, therefore, that in most schools the various boys and girls are intending when they leave school to take up different careers. As no one leaving certificate is accepted, even *pro tanto*, as equivalent to the preliminary examinations or requirements of all the various bodies, it follows that parents not unnaturally demand that their sons and daughters shall be specially prepared for the preliminary examination of the career which they have selected for them.

But the difficulty does not end with the case of pupils who have settled their future career and who wish to take a certain examination as qualifying them for entrance to that career. We have already mentioned that that is a difficulty which, in view of the varied character of different professions, the schools must always be prepared to face, though we shall hope to show that it might be much diminished. There remains the difficulty of pupils who, at the age of 15 or 16, are not certain what they intend to do when they have left school, and who need a certificate of general education which will be accepted, at least *pro tanto*, as admitting them to the majority of careers which they are at all likely to follow. In the absence of any such general certificate individual candidates try to get two or three others so as to be prepared for all emergencies. Even when their object in life is defined, this desire for a number of certificates is by no means unknown, though, of course, in some cases the desire for a second certificate is not so much the desire for two as for a better one, the easier one being taken first so as to make sure of it. Some pupils appear to be under the impression that the greater the number of their certificates the better the evidence of their education. Interesting examples of this were supplied to us by Miss Manley, Mr. Chapman, and Miss Tuke, who furnished us

with statistics of the examinations passed by applicants for admission to Stockwell Training College, Battersea (Southlands) Training College, and Bedford College for Women. Of the 609 candidates for admission to the two former Colleges in 1910, 124 had taken more than one examination qualifying them for admission, of whom 114 had taken 2 such examinations, 9 had taken 3 such examinations, and 1 had taken four. It should be understood that these figures do not include earlier examinations which the candidates had taken but which were not recognised as qualifying them for admission to a Training College, nor do they include examinations which the candidates still intended to take between the date of their application for admission to College and the date of their actual admission. It appears that of the 147 applicants who were actually admitted to these two Colleges in 1910, 24 took a further public examination in addition to the examination or examinations which qualified them for admission to College.* Miss Tuke's figures showed that of the 29 students entered for the Scholarship Examination at Bedford College in 1909, all but four had taken more than one examination. In this case, however, all the public examinations of the students are included, and not only those which would have qualified them for admission. The following table shows the state of things in tabular form:—

4	candidates had taken	1	examination.
3	,, ,,	2	examinations.
8	,, ,,	3	,,
8	,, ,,	4	,,
3	,, ,,	5	,,
2	,, ,,	6	,,
1	,, ,,	7	,,

In many of these cases it is reasonable to assume that the candidates thought they had a better chance of success if they could point to a series of examination results.

It may be added that the pressure which comes from parents is by no means always due to their anxiety to provide their children with the necessary passports to their future careers. It is frequently due to a mistaken judgment which values certificates for their own sake without discrimination.

It is only fair to the schools to point out that in addition to the pressure to which they are liable from the action of parents, pupils, and the persons to whom the pupils look for future appointments, they are also subjected to other forms of pressure. There is, for instance, the pressure which comes from institutions which, however excellent their teaching may often be and

* The following are the actual particulars: 7 applicants who had actually been accepted for admission to College, subsequently took the Preliminary Examination, 1910; 2 took the Senior Oxford Local; 3 took the Northern Universities Matriculation; 8 took the London Matriculation; 1 took the Oxford Higher Local; 2 took the Cambridge Senior Local; 1 took the London Intermediate Arts.

however useful their discipline may prove in certain cases, are cramming establishments and profess to be nothing else. So long as appointments, certificates, prizes, and scholarships are offered for competition, so long will it be a profitable employment to prepare pupils to win them. It is hardly sufficient therefore merely to put restrictions on the number of examinations allowed in Secondary Schools themselves. The only result under present conditions would be to drive more pupils out of the schools into the hands of the crammers. An alteration in the character of the examinations is also needed so as to make them more appropriate tests of the whole of the work of a good school and consequently more complete evidence of a good all-round education. But such an alteration cannot be brought about by the unaided efforts of the schools themselves. Under existing circumstances, the only alternatives open to the schools in many cases are to prepare their pupils for every sort of examination or to lose them altogether. They can hardly be blamed, therefore, if they choose the first alternative, and if they claim that if their pupils have got to be crammed somewhere, the process is less injurious in a school where they do, at least, get many of the advantages of school life, than in an establishment where preparation for examinations rules supreme.

Further pressure is due to what may be called the natural competitive spirit amongst schools and schoolmasters. School rivalries are both natural and, within reasonable limits, healthy. The desire of a schoolmaster to see his school come to the front, and to improve his own chances of advancement and promotion, is also natural, and, indeed, may be useful to his school. But the danger of this spirit of emulation is that it is apt to lay stress on unreliable criteria of success, and to add yet another inducement to the inflation of the list of examination results.

The strongest schools, no doubt, can, and in many cases do, stand out against these various forms of pressure, and inform parents who object to the normal school curriculum that they must withdraw their children. But the weaker schools, which are daily face to face with fierce competition, cannot afford to take this line, and some even of those which are not subject to financial pressure appear to be either unwilling or afraid to tackle the difficulty. The consequences are inevitable. The idea is fostered that boys are sent to school only to be prepared for the preliminary examination which will start them on their career, and this leads to the natural inference that that is the best school which is most successful in giving this preparation. A certain number of parents choose their boy's school on the strength of the school's list of examination successes in default of any better criterion, and the school's best chance of appealing to the parent is to make that list as large and as varied as can be. Once in the school the pupils are put through a course of external examinations which serve the purpose at once of swelling the school list and also of inducing an "examination frame of

mind" which in time leads to further and more distinguished successes. We are not speaking here, of course, of schools where whole Forms are entered at reasonable intervals for the external examinations of one examining body; but rather of those schools where picked pupils are specially prepared for a variety of examinations while the remainder are educationally neglected.

This point was put before us very plainly by Mr. Cyril Norwood. "Schools," he said, "were greatly tempted to produce "as long an honours list as possible, and put boys and girls "through examinations which were often quite unnecessary and "even a hindrance. Sometimes clever pupils were utilised "rather unscrupulously to enhance the credit of a school by "achieving examination successes. . . . . There was un-"doubtedly a temptation to exploit the clever pupil for the "benefit of the school, without regard to the pupil's own "well-being."

Such, then, appear to be the principal reasons which have led to the spread of the prevalent belief in certificates. We now turn to the methods by which some of the schools foster its development.

The advertisement of school successes has become a fine art. They are common in school prospectuses. They figure largely on Speech Days, and are supplied in great fulness to the local press. In not a few of the schools themselves they are blazoned on the school walls so that the records of past pupils may lead their successors to emulate them. In one school which we visited, we saw no less than 23 boards full of examination successes, some of them containing six columns of names. We have not a word to say against the excellent system of recording on the school walls anything in the career of a pupil which reflects credit on his training and which may stimulate his fellows to follow his footsteps. Further, we should be unwilling to discourage schools from laying stress on their academic, as opposed to their athletic, achievements. But the whole point of the system is negatived if the honours so recorded are of too cheap a kind. Twenty-three boards full of passes in Oxford and Cambridge Senior, Junior, and Preliminary Local examinations can only put a very modest level of ambition before the boys to whom they are held up as worthy achievements. Similarly a school prospectus may with legitimate pride refer to the genuine achievements of its old pupils. But it only plays upon the ignorance of the public when it gives lists of examination successes that really represent only a comparatively low level of attainments.

This aspect of the question was dealt with by various witnesses. Mr. Houghton informed us that the constant emphasis on examinations given by "school speech days, pro-"spectuses, advertisements in the newspapers, &c., had produced "in the public mind the idea that the efficiency of a school stood "or fell by its examination results. Yet, as a matter of fact,

" so far from the examination successes proving the excellence " of a school," the witness said that "he always regarded with " suspicion a school which had a long list of successes. He was " afraid, however, that the local Governing Bodies of the schools " often looked to the record of examination successes as the sole " means of judging a school. Consequently, schools in which " the examinations were minimised, and which as a matter of " fact were often the best, were sometimes compared unfavour- " ably with quite inefficient schools which sent in for examina- " tions as many pupils as possible and so secured a long list of " successes. Certain newspapers also made special features of " the successes of local pupils, printing such notes as that " A. B. obtained Honours in the Senior Local, with fourth place " in the Kingdom in Mathematics, or that C. D. passed the " Junior Local with first place in Heat. Recently, a pupil, 15 " years of age, in a mixed school in the West Riding, was " placed in the First-class Cambridge Junior, receiving a prize " of £7, six months after passing the Oxford Junior with a " prize of £10. The achievement was considered rather unique; " the girl's portrait was printed in the daily papers, and the " school of which she was a pupil thus obtained a splendid " advertisement. Yet this school was far from efficient," having, for instance, a most inadequate teaching staff.

IV.—The Extent to which the competitive Aspect of External Examinations is accentuated by the Regulations of some Examining Bodies.

The system of Class Lists, Honours, Distinctions, Prizes, and Scholarships which is used by some of the largest examining bodies lends itself to exploitation by the schools. We do not forget that these examinations may stimulate teachers and pupils, and that an element of competition is helpful towards this end. The distinctions and prizes given by the examining bodies were no doubt given with this object, and so far as they succeed in attaining it are rightly given. But there is another side to the question. We cannot doubt that the harmful rivalry between schools and scholars which leads to a desire to increase and advertise their examination successes, is partly due to the form in which the examining bodies publish their examination results, and to their practice of offering rewards to the best candidates. We will take these two points in order.

As regards the forms in which the examination results are published, the main examining bodies differ considerably. London University publish no orders of merit either in their Matriculation or in their School examinations. In the Matriculation examination there was, up to June 1903, an Honours List with names in order of merit. But this has been given up. There are now no prizes or Honours, and the names of successful candidates are published in alphabetical order. In all the School examinations also the names are published in

alphabetical order, and though there are Distinctions given, no separate lists are published of candidates who obtain them. The Cambridge Syndicate divide successful candidates in each of the Senior, Junior, and Preliminary examinations into five classes, but the names are given in alphabetical order under the names of the examination centres and not in order of merit. It is possible, therefore, for schools to claim that they passed so many candidates in each class, but they cannot claim that their pupils obtained any particular place in each class. As regards Distinctions, separate lists in order of merit for each subject are published of candidates (specified by their examination numbers) who, being successful in the Senior or Junior Local examinations as a whole, obtain Distinction in individual subjects. It is possible, therefore, for a school to claim that one of its pupils was First in Arithmetic, Second in History, &c., in the whole country. In the Preliminary Examination, Distinctions in individual subjects are given, but no separate list is published of candidates who earn them. The Oxford Delegacy go a good deal further. They also divide their successful candidates into classes, but the names in the two highest classes are arranged in order of merit.* Further, they not only publish in order of merit the names of candidates who obtain distinctions in the Senior and Junior Examinations, but they extend this principle to the Preliminary examination as well. It is possible, therefore, for schools to begin advertising the successes even of pupils under 14 years of age if they take the Preliminary examination of the Oxford Delegacy. The last of the four main examining bodies, the College of Preceptors, gives still more information. It is true that in the Lower Forms examination and the Professional Preliminary examination the lists of successful candidates are given in alphabetical order, and in the School examinations the College publish no list at all, merely supplying the results to the schools. But in the First, Second and Third Class Certificate examinations, which contain the bulk of the candidates examined by the College, the system is very different. In all these examinations there are Honours and Pass Divisions, and in all of them the names of successful candidates are published in order of merit, boys and girls separately. Distinctions in individual subjects are given, and the names of the candidates who come out first and second in each subject on First Class papers are stated separately provided that their marks reach a certain level and that they obtain certificates at the same examination.

As regards money prizes and Scholarships, London University used to give Exhibitions and prizes to the best candidates in the Matriculation examination, but this practice was given up as unsatisfactory when the University was reorganised.

* In and after 1911 the names of candidates in the Second Class will be arranged "in not more than five divisions."

The Cambridge Syndicate give a Scholarship of £40 a year for three years tenable at Cambridge, and also two money prizes of £12 and two of £8 to the best candidates in the Senior and Junior Locals. The Oxford Delegacy give four scholarships, each tenable for one year, as follows :—One of £30 to the Senior boy candidate who is placed highest in the Honours List; one of £30 to the corresponding girl candidate; and similar scholarships of £10 to the best boy and girl in the Junior Examination. The College of Preceptors give four prizes for General Proficiency to the best candidates in each of the three Certificate Examinations, and ten further prizes for the best candidates in certain groups of subjects in the First and Second Class Certificate Examinations.

We should like to add that though for the sake of convenience we have dealt with these rewards as a whole, in reality there is, no doubt, a great distinction to be made between scholarships tenable at a University, and money prizes to which no conditions attach and which may or may not be used for educational purposes. The former no doubt are of considerable value, though it seems rather doubtful whether it is advisable for the examining bodies themselves to grant them. It has already been noticed that London University has decided that it is not, and that it has ceased to offer any inducements of this sort to candidates to come and be examined by them. Whether or not it is possible or advisable for Local Education Authorities or others to utilise the marks obtained in ordinary external examinations as one of the factors upon which they decide to grant scholarships to their students is rather a different point, and will be considered later.

It has been seen that the Oxford Delegacy, the Cambridge Syndicate, and the College of Preceptors publish their examination results in such a form that they can easily be used by schools for advertising their successes, and in view of the keen competition which so often exists, it is hardly surprising that the schools make the most of their opportunities. As an example of what we mean, we give below an extract from an annual leaflet issued by a municipal Secondary School in a large town; the names of the candidates which are given in the original are here suppressed, and letters are given instead. It is worth noting that the two examinations referred to came within six months of each other :—

"(a) ——— *Examination, December* ——.

There were —— Candidates (*i.e.*, in the whole examination), and the following positions in order of merit on the list for the whole country were gained (*i.e.*, by pupils in the school in question) :—

A. (Aged 17) - 1st in Geography.
14th in Physics.

B. (Aged 17) - 1st in Mensuration and Surveying.
5th in Chemistry.
C. („ 18) - 3rd in Geography.
D. („ 18) - 6th (equal) in Geography.
E. („ 17) - 7th in Drawing.
F. („ 17) - 18th in Drawing.
G. („ 18) - 19th in Latin.

(b) ——— *Examination, July* ——.

There were —— Candidates, and the following positions in order of merit on the list for the whole country were gained :—

H. (Aged 15) - 1st in French.
2nd in English.
3rd in German.
I. („ 15) - 1st in Book-keeping.
19th (equal) in Drawing.
J. („ 16) - 1st in Mensuration and Surveying.
4th (equal) in Book-keeping.
19th (equal) in Chemistry.
K. („ 15) - 2nd in Book-keeping.
L. („ 16) - 3rd „ „
23rd in Religious Knowledge.
M. („ 16) - 10th (equal) in Drawing.
23rd „ „ Chemistry.
N. („ 16) - 3rd in History.
6th (equal) in Book-keeping.
O. („ 16) - 7th in Physics.
P. („ 16) - 10th (equal) in Drawing.
Q. („ 16) - 15th in Drawing.
R. („ 17) - 23rd in French.

Remarks :—

In the later Examination—

(1) Over half the boys examined gained Honours. The school stands Second in the country as regards the number of boys placed in Honours. Four boys gained First Class Honours. The school stands Second (equal) as regards the number of boys in First Class Honours (one school had five First Classes).

(2) The school stands First in the country as regards the number of distinctions gained in Book-keeping; First as regards distinctions in Mensuration and Surveying; First (equal) as regards distinctions in German; Second as regards distinctions in Drawing; and Second as regards the total number of distinctions in all subjects. It stands Third as regards the number of passes in Spoken French."

It was mentioned above that the pressure in Secondary Schools to advertise their examination successes was partly due

to the competition of coaching classes. It may be worth while, therefore, to give an actual instance of the use to which such establishments put the examination lists of the examining bodies. Nothing could show better what the schools have to compete with.

The following advertisement appeared recently. The name of the establishment has, of course, been suppressed :—

"*Oxford Local List.*

March, ——, Examination List.

These FACTS prove the supremacy of the ———— Class.

Fact I.—The *Second* and *Sixth* places in the Kingdom have been gained by pupils of the ———— Class at this examination.

No other class has this year, or in former years, equalled this.

Fact II.—The ———— Class has once again passed more with First, Second, and Third Class Honours than all other classes put together.

The above Facts alone show that the ———— Class has once again broken all records at the Senior Local."

V.—THE ACTUAL EXTENT OF THE MULTIPLICITY OF EXAMINATIONS IN SECONDARY SCHOOLS.

The actual extent to which the multiplicity of examinations exists in individual schools is not easy to estimate with precision. The following attempts at arriving at an estimate may be of interest.

(1) We had before us a batch of prospectuses of 24 schools which had been collected indiscriminately from schools which inserted advertisements in educational and other journals. They were mostly Boarding Schools. Of these 24 schools, eight were on the Board of Education's list of Efficient Secondary Schools, and the remainder were not. Of the whole number, three were examined by the Oxford and Cambridge Joint Board, made no claim in their prospectuses to coach boys for special examinations, and issued only a very small list of examination successes, and those only in examinations of considerable reputation, such as Scholarship examinations at Oxford and Cambridge. One school, with a purely commercial course, claimed to train pupils only for the certificates of the College of Preceptors. With these four exceptions all the schools offered to train boys for at least three and four different examinations, and published lists of examination results which showed that they actually did so. We give the lists of examinations for which half a dozen of these schools prepare :—

School No. 1. College of Preceptors, Cambridge Locals, Oxford Locals, London Matriculation, Trinity College of Music.

(Lists of examination successes show that pupils at this school have also been prepared for the preliminary examinations of six different professional bodies.)

School No. 2. Oxford Locals, Cambridge Locals, College of Preceptors, Trinity College of Music, South Kensington Examinations, London College of Music.

School No. 3. London Matriculation, Oxford Locals, Cambridge Locals, College of Preceptors, Civil Service, and all Music and Art examinations.

School No. 4. London Matriculation, Oxford Locals, Cambridge Locals, College of Preceptors, Civil Service, Navy, Preliminary Examination for the Certificate, and any other examination which may be specially required.

School No. 5 London Matriculation, Cambridge Locals, College of Preceptors, Oxford and Cambridge Entrance Examinations, and other examinations.

School No. 6. College of Preceptors, Pitman's Shorthand Certificates, South Kensington Examinations, Civil Service, the Writing Certificates of the Society of Science, Letters, and Art (London).

(2) We have also had before us particulars of the examinations taken by the pupils of certain schools in Lancashire during a period of five years. We are indebted for this valuable information to the kindness of the Lancashire Education Committee, who, at our request, obtained detailed returns from 27 of the Secondary Schools aided by them. We give an analysis of these returns in considerable detail, as they afford a valuable concrete example of what is really going on.

The Lancashire returns indicate a state of things which is a considerable improvement on that described above. A careful analysis of them shows that while multiplicity of examinations, in the sense of several different examinations being taken by different pupils in the same class and in the same year, exists to some extent in most of the schools, and is particularly noticeable in about six or eight schools, in ten schools it exists not at all, or to a very slight degree only. It is shown that a considerable number of pupils took several examinations during the five years covered by the returns, a fair number taking 4, 5, 6, or even 7 examinations during that period; and further that a large proportion—one-fifth of the total number examined in one year—took two examinations during that year. It is to be observed, however, that the cases of pupils taking four or more examinations during the five years, or more than one examination in the same year, are mainly confined to a few schools, and that

these are partly the same as the six or eight schools previously mentioned. While individual cases of multiplicity therefore arise in nearly all the schools, there are about a dozen schools out of the 27 in which such multiplicity only occurs in quite a small degree.

The total number of pupils in the 27 schools was, on the 31st January 1910, about 3,800, or a little more. The schools include 16 whose pupils are of both sexes, 9 which are confined to boys, and 2 which are girls' schools. The ratio of boys to girls in all the schools was probably about 3 : 2.

The total number of different examinations taken by pupils of these schools during a single year (generally 1909–10)*—counting each grade of the "Locals" as a separate examination—was 26†; but this includes four examinations which were taken by only a single candidate apiece, two others taken by two candidates each, one other by four, and two others by six. The examinations most often taken were the "Locals," the Northern Universities Matriculation, the Preliminary for the Certificate, and the County Council Bursaries and Exhibitions.

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* Owing to variation in the dates to which the returns relate the year is not quite the same in every school. It is nearly always 1909–10; but in some cases it is 1909, and in one case 1908–9.

† The following are the 26 examinations, the number of schools in which each of them was taken, and the number of candidates presented for each of them from those schools :—

Examination.	No. of Schools.	No. of Entries.
London University, Inter. B.Sc.	1	1
" " Matriculation	3	4
Northern Universities Matriculation	12	93
Oxford and Cambridge Higher Certificate	1	6
Cambridge Teachers' Diploma	1	2
Preliminary for Elementary School Teachers' Certificate	8	103
Frœbel Elementary	1	6
Qualifying for Pupil-Teachership	1	10
Oxford Local, Senior	22	322
" " Junior	18	273
" " Preliminary	5	66
Cambridge Local, Senior	5	27
" " Junior	5	50
" " Preliminary	3	36
College of Preceptors, First Class	1	22
" " Second Class	3	20
" " Third Class	1	30
" " Lower Forms	1	16
Liverpool University, Entrance Scholarship	1	1
Whitaker Exhibition	1	1
Lancs. County Council Secondary School Scholarship	4	9
" " " Bursary	7	70
" " " Senior Exhibition	11	46
" " " Junior Exhibition	9	55
Scholarship at Repton	1	1
Civil Service, Boy Clerkship	2	2

It is interesting to notice that there is no single mention of any of the ordinary preliminary examinations for the professions (other than teaching), though in one school a few pupils are noted as having taken the College of Preceptors examination as qualifying for entrance to a profession. The only Civil Service examination mentioned is that for Boy Clerkships, for which two candidates were entered.*

The total number of individual pupils shown to have entered for external examinations during the last complete year for which returns were made was 1,070. The total number of entries, as distinct from individual pupils, was 1,272—many pupils having been presented for more than one examination during the year. The ages of the pupils examined (with the exception of two aged 10 and 11 respectively) ranged from 12 to 19, nearly one-half being below the age of 16. The exact figures are as follows:—38 pupils presented at the age of 12; 112 at 13; 169 at 14; 261 at 15; 314 at 16; 230 at 17; 106 at 18; and 42 at 19. These figures relate to the number of entries for examinations, and not to the number of individual pupils; pupils who took more than one examination are counted once for each. It is assumed that the returns show the ages of the candidates at the dates on which they were examined.

It is a little difficult to compare the number who took examinations at the several ages with the total number of pupils at those ages, because, of course, the examinations were taken at different times during the year, while the only statistics we have as to the ages of the pupils who were not examined relate to the end of the preceding school year, viz., 31st July 1909. Moreover, it has been explained (*see* footnote * on page 48) that the figures as to the examinations do not in every case apply to the same year. However, some rough indication of the proportions which the numbers of pupils examined bear to the total numbers of pupils at different groups of ages may be gained from the following facts. The ages on 31st July 1909 of the pupils in the schools on 31st January 1910 were approximately† as follows:—

Under 12, about 580.
12 and under 16, about 2,680.
16 and over, about 560.

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* The probable explanation of the facts mentioned in these last two sentences is (*a*) that candidates for the professions gained exemption from the special examinations of the various professional bodies on the strength of success in some other examination, and (*b*) that pupils intending to compete for Civil Service examinations (from which no exemptions are granted) left school for special preparation before entering for the examinations.

† The figures are based as far as possible on the statistics contained in the Board's List of Efficient Schools; but in the case of the five schools not on that List they have been estimated. In the List, the *number* of pupils is the number on January 31st, 1910; but the *ages* are reckoned as on July 31st, 1909, *i.e.*, the last day of the preceding school year.

We have seen that the number of examination entries at or above the age of 16 was 692. The excess of this number over the number of pupils of this age is partly due to the fact that 118 pupils took two examinations after reaching the age of 16. Thus the number of individuals examined at 16 or over was only 574. Further, some pupils who were over 16 at the time of examination were no doubt under 16 at the beginning of the school year, *i.e.*, at the time to which the above age-statistics refer; that there may have been a fair number of such cases is evident when it is pointed out that many of the examinations would have been taken right at the end of the school year, viz., in July 1910. But it is probably safe to assume that nearly all those who were 16 or over at the beginning of the school year took at least one examination during the year. As regards examinations taken before 16, there were 76 pupils who took more than one examination (in four cases three) below that age during the year. Four others took one examination below and one above 16. The number of individuals examined between the ages of 12 and 16 was 500, and the number of pupils who were between those ages at the beginning of the school year was about 2,680. So that of those who were between 12 and 16 at the beginning of the year, rather less than one-fifth were examined during the year, and before they reached their 16th birthday.

Although the figures extracted from these Lancashire returns could not, without corroboration, be taken as typical of the whole country, it may nevertheless be interesting to see what would be the result of applying to all the schools on the Board's List of Efficient Secondary Schools the proportion here obtained in the case of candidates under 16. The total number of pupils in those schools on January 31st, 1910, was 157,022, of whom 102,737 were between 12 and 16 on July 31st, 1909. If the proportion entered for examinations were the same as in the schools of our return, it would mean that nearly 20,000 pupils (in schools on the Board's List) were, during the year, presented for external examinations before reaching the age of 16. How near to the truth this figure may be, it is, of course, impossible to say. It may, however, be pointed out that the number of candidates, below 16, for the Oxford and Cambridge Local examinations alone was, in 1908, over 20,000, while probably another 8,000, at least, took the examinations of the College of Preceptors. But these figures of course include candidates from schools which were not on the Board's List, and possibly some who were not secondary school pupils at all. On the other hand, only about five-sixths of the entries under 16 in the case of the Lancashire schools were for examinations of the "Local" type, the remainder being nearly all in connection with County Council Exhibitions.

In calculating the number of pupils who took several examinations during the five years covered by the returns, it

must be observed that we have knowledge only of those examinations which were taken by any particular pupil while in the school in which he (or she) was last examined. Examinations which may have been taken by any pupil during a previous attendance at another school are not shown in the returns, and it is impossible to say how far this may affect their completeness. Even so, the particulars before us show that of those presented for examination in the year under consideration, a large number—slightly more than half—had taken some other examination or examinations. Thus, of the 1,070 pupils in question—during a period of five years, and in each case while in one school—

292	took	2	examinations
181	,,	3	,,
50	,,	4	,,
33	,,	5	,,
10	,,	6	,,
3	,,	7	,,
569	,,	more than one examination.	

One important point that should be noted is that the practice of presenting a pupil for several examinations during his course is far from being spread uniformly over all the schools. On the contrary, in 11 of the schools no pupils are shown to have taken more than three examinations during the five years, while in most of the remaining 16 schools the number of pupils presented for more than three examinations was quite small. In fact, the great majority of those who took 4, 5, 6, or 7 examinations—63 out of the total of 96—came from five schools; 27 of them from one school alone—and that by no means the largest. It has also to be remembered that the number of examinations in individual cases is often increased by the fact that the same examination is taken twice owing to failure the first time. Exhibition and scholarship examinations also frequently swell the numbers. Thus, one candidate who had taken five examinations had made two attempts for an exhibition and two for a scholarship, in addition to which he took the Oxford Local. Again the seven examinations taken by two pupils consisted in each case of four scholarship or exhibition examinations, one of which was taken twice, the Oxford Junior and the Oxford Senior. Several schools have the whole of certain forms examined each year, as, for example, in one case where three forms take respectively the Oxford Senior, Junior, and Preliminary Locals each year. In such cases, of course, it is the normal thing for a pupil to take several examinations during his (or her) progress through the school.

There are, however, some instances in which the number of examinations taken seems to exceed any reasonable requirements. One school in particular must be mentioned where

it appears to have been (in 1909–10) the normal thing for every pupil to take two external examinations during the year. Each boy took one of the College of Preceptors examinations in December, after which in most cases he was promoted, and then in the next higher form took one of the Oxford Locals in July. In the year mentioned the school took the Oxford Senior, Junior, and Preliminary, and the College of Preceptors First, Second and Third Class, and Lower Forms examinations, and in addition a few individual pupils tried for exhibitions. Of 94 pupils (probably the whole school) who were entered for examination, 58 took two examinations and 4 others three examinations in the one year. The same examination is often taken more than once by a pupil at this school; it is noticed, for example, that two pupils took the First Class College of Preceptors four times each, though one of them was successful each time and the other failed only once. In the return for this school there is no mention of the Oxford Locals before the year 1908–9; it is possible, therefore, that it is intended ultimately to substitute the Oxford examinations for those of the College of Preceptors, and to relinquish the latter altogether; but there is no reference to any such intention, and it is stated that the return is incomplete as regards the earlier years.

There are other cases where two examinations are taken by the same pupil in one year. The total number of pupils shown by the returns to have done so in the year in question is 198; and of these, 134 took their two examinations while in the same form. The taking by one pupil of two examinations in the same form occurred to a considerable extent in three schools, to a less extent in eight schools, and very little, or not at all, in 16 schools. In about half of the 134 cases, one of the examinations taken was for a scholarship, exhibition or bursary, the other being one of the Locals or (in a few cases) a Matriculation Examination. About 50 pupils took the Preliminary Examination for the Certificate and also one of the Senior Locals; a few took the Preliminary Certificate Examination and a Matriculation Examination; and a few a Matriculation Examination and the Oxford Local. The other cases, where pupils took two examinations in the one year, but in different forms, nearly all occurred in the school alluded to in the preceding paragraph.

There is one other matter that must be referred to, and that is the taking of several different examinations in the same form though not necessarily by the same individual. This occurred to some extent in nearly all the schools though in some of them it was very slight. We notice 17 schools, in which at least one form entered pupils for three or more examinations in the one year, the largest number being five (which occurred in only one case). In six of these schools either one or two forms entered pupils for four different examinations. It should be pointed out,

however, that in many cases where three or four examinations are taken from the same form, some of the examinations are taken by only one or two pupils, and further that the multiplicity is often due in part to the practice mentioned above of individual pupils taking more than one examination apiece. In the case where five examinations were taken, the whole of Form VIb, with two exceptions, took the Oxford Senior Local (19 pupils), one other took the Oxford Junior, and one other a Bursary Examination; of the 19 who took the Oxford Senior, 9 took another Examination as well, viz., 3 the Preliminary Certificate Examination, 2 an exhibition, and 4 the Bursary Examination previously mentioned. In the same school, Form VIa entered pupils for four examinations, Form VIc for three examinations, and Form Va for three examinations; in each case this was partly due to the same pupils taking two different examinations. A case of rather a different kind is that where (in a VIth Form) 18 pupils took the Oxford Senior, 6 the Northern Universities Matriculation, 3 a County Council Scholarship, and 1 a University Scholarship, and where only one pupil took two examinations. One more instance may be quoted, that of a IVth Form, where 4 took the Oxford Junior, 2 others an Exhibition, and 7 others a Bursary examination, one of these 7 also taking the Oxford Senior; the average age of these candidates was about $15\frac{3}{4}$.

(3) In addition to the Lancashire return referred to above, we had before us a return which was kindly supplied to us by the Board of Education. This return was much less detailed than that from Lancashire, but, on the other hand, it covered the whole of the Secondary Schools aided by the Board. An examination of it shows that there are large numbers of schools in which only a reasonable number of external examinations are countenanced, and in which such examinations are confined to the upper forms, and are taken by the forms as a whole. This is very encouraging so far as it goes, but there remain unfortunately a great number of cases where external examinations are not so wisely used. The number of schools in which an excess of competing examinations is allowed is fewer than we should have anticipated, though we have some reason to think that in a fair number of instances the return only includes such external examinations as are taken by a good many pupils, and has omitted to mention external examinations taken by a few pupils at a time. Perhaps the most serious evil revealed by the return is the number of cases in which the external examinations are not used by forms as a whole but by picked pupils only. It is only fair to say that in many such cases this is due not to the action of the school authorities, but to that of parents who are either unable or unwilling to pay the examination fees when such fees are not paid by the school. This appears at first sight to be inconsistent with the view expressed by many of our witnesses that one of the principal sources of pressure on schools to send pupils in for

external examinations comes from parents. Undoubtedly it shows that a certain number of parents do not consider that in the case of their own children the certificates are sufficiently valuable to be worth the outlay, and that others are unable to find the money for the examinations, whether they approve of them or not. But it remains true that large numbers of parents do require their children to be entered for such examinations, and though from one point of view it is encouraging to find that the demand is far from universal, this divergence in the views of parents leads to special difficulties of its own. It may end in a form being broken up into two divisions, one of which is being prepared for an external examination and one of which is following the normal school course. If the form is to retain its unity, the curriculum for the whole of the pupils must be based on the requirements of those who are entered for the external examination, and there will be the danger that these latter pupils will receive an undue share of attention. There is also the further danger that a certain number of pupils, so far from having too many external examinations, will not have any at all. These, however, are points which it will be more convenient to deal with in the next chapter.

(4) We have called attention above to the evidence given by Miss Manley, Miss Tuke, and Mr. Chapman in relation to the number of examinations taken by candidates before admission to their respective Colleges. This evidence, of course, does not cover a great number of individual cases, but is a valuable addition to the evidence we have gained from other sources.

Of the head masters and mistresses and Local Education officials who gave evidence before us, several supplied facts from their own personal experience which bore out the evidence of our own members. Mr. Houghton told us that "when he "first went to the West Riding he was very much struck by the "number of examinations taken in Secondary Schools. No fewer "than 22 different examinations were taken in the various "schools either during school life or at the time of leaving. "Some of these had disappeared, owing to certain bodies "recognising various other examinations as equivalent to their "own. . . . . Again, in some schools several different examina- "tions were taken in the same Form at the top of the school. In "one quite large school the London Matriculation, the Northern "Universities Matriculation, and the Oxford Senior Local were "all taken in the same Form. In this case 15 pupils took the "Oxford Senior Local, and of these five also sat for the London "Matriculation, while six others took the Northern Board's "Matriculation."

The Rev. H. B. Gray, then Warden of Bradfield College, stated that "the difficulty of the present system was the strangulation "of work caused by preparing for so many different examina- "tions. They interfered with the course of work, and masters "were not able to take their pupils through those studies which

" they considered best suited to them. This difficulty was " almost as bad now as a few years ago, because certain public " bodies still required different books and subjects. So there " might be one boy working for the Accountants' Preliminary " Examination, another for the Legal Preliminary, and another " for the College of Preceptors' Examination, and all using " different books. . . . Moreover, it was extremely difficult " to say a boy could not be prepared for any particular exami- " nation. If he did not get the help he required in the " ordinary school course, he had to have private tuition, " greatly to the detriment of school discipline and the boy's " own interests and development. It was made a rule at " Bradfield that any boy preparing outside the Form curriculum " and individually for special examinations must show his work " as a matter of discipline to a Private Tutor out of school."

Mr. Cyril Norwood, Headmaster of the Bristol Grammar School, told us that "had the school consented to the requests " received during the present year for special training for " particular examinations, it would have had groups of pupils " working for at least ten different examinations. It had been " able to stand out against the parents, but it was a fact that " great pressure was put upon Headmasters and Mistresses, " and it was almost impossible in many schools to prevent the " modern side being split up into little groups under pressure " of the parents' demands, with the consequence that each part " received only a portion of the master's time. This often " happened even when the whole class were working for the " London Matriculation, all the boys taking English and " Mathematics together, and then being divided into three " groups for the alternatives—(*a*) German, Latin, and Chemistry; " (*b*) French and Greek; (*c*) History, Geography, and Physics.

In trying to make any estimate of the actual extent of the variety and multiplicity of external examinations in Secondary Schools, it is important to note that various efforts have already been made, both by the Board of Education and by Local Education Authorities, to check their growth. The Board of Education introduced into their Secondary School Regulations for 1904 a rule which forbade pupils to be presented at too early an age for external examinations not comprising the whole school. At the present moment this prohibition extends generally to pupils under 15 years of age. As regards older pupils, other than holders of bursaries and scholarships, very few Local Education Authorities appear to have carried this prohibition any further as yet; but a few have taken the matter up and shown that they realise its importance. Mr. Houghton, for instance, speaking of the West Riding Authority, said that his committee "had taken some " steps to minimise the evil by making it a condition of grants

" that pupils should not be allowed to take Preliminary Locals or " examinations of similar standard, and although the Authority " were prepared for the present to consider applications for " permission to take the Junior Locals, they wished to dis- " courage these also. The result of this action was shown by " the fact that, in 1907–8, only 154 pupils in the county were " presented for the Oxford Junior Local Examination as against " 310 in 1904–5, whereas in the case of the Senior Local, 228 " were presented in 1907–8 as against 106 in 1904–5."

It may be noted that in November 1909, shortly after Mr. Houghton gave his evidence, the West Riding Education Committee issued a circular in which they stated that in their opinion the time had now arrived when preparation for the Junior Locals should be entirely discontinued in schools aided by the County Council.

The Norfolk Education Committee has arranged that every school to which it gives a capitation grant shall submit its pupils annually to a special school examination conducted at the instance of the Committee by the Cambridge University Local Examinations Syndicate. This examination is distinct from the Cambridge Locals and in the lower forms is always *viva voce*. Exemptions may be given in exceptional circumstances, but the Committee will not pay any fees for pupils who take other examinations, except in a few cases such as those of County Scholarship Holders who may take the Local Examinations for Intermediate or Senior Scholarship purposes.

The Middlesex, Surrey, and Swansea Education Committees have made a somewhat similar arrangement with London University. Dr. Miers and Dr. Roberts gave us the following information in this connection: " In the Secondary Schools (aided " by these bodies, viz., the Middlesex, Surrey, and Swansea " Education Committees, and the Haberdashers' Aske Trust) it " was intended that the examinations of other examining bodies " should be dropped, and the schools worked in close relationship " and co-operation with the University. That was the intention " of the Education Committees, and the system had caused no " friction, even at the beginning. This may have been partly " due to the fact that many of the headmasters and head- " mistresses were graduates of London. The Board of Educa- " tion inspected the schools also, but the University and the " Board were working together, and arranged their respective " inspections at convenient intervals. One advantage of the " plan was that the University was able to grant favourable " financial terms when all the aided schools in a county were " united in a single system for inspection and examination. " This was, no doubt, a matter of considerable importance in " the case of many Education Authorities." We may add that we are informed by the Surrey and Middlesex Committees that though they do not actually forbid pupils in their schools to enter for other examinations, they have discouraged the practice to the best of their power. They pay the fees of all pupils

who enter for the London Examinations, and they use these examinations as far as possible for the purpose of awarding County Scholarships.

The Leeds Education Committee have forbidden pupils to be prepared for the Preliminary or Junior Local Examinations except in cases where pupils have to take these examinations for professional purposes. The aim of the Committee is to secure the adoption of a leaving examination of a matriculation standard for the higher forms as a body.

The Reading Education Committee have made no definite regulation, but their practice is not to enter boys below the Fifth Forms for any public examination.

The Sunderland Education Committee have made a rule that no pupil in the Secondary School provided by the Committee shall take any external examination without first securing the head master's consent.

The Durham Education Committee has made an arrangement for the examination and inspection of its Secondary Schools by the University of Durham on terms to be arranged with the Committee. Preparation for other external examinations is to be discontinued eventually.

The Middlesbrough Education Committee forbids pupils to take any external examination other than the Cambridge Local until they have completed their fourth year at the school.

It is possible, or even probable, that Local Education Authorities other than those mentioned above have also had the restriction of external examinations under their consideration, though their action has not been brought to our notice. But even allowing for this, it seems safe to conclude from the evidence before us that though a beginning has been made, the Local Education Authorities as a whole have not yet seen their way to make any formal restrictions on external examinations. This would appear to be due to two different causes.

In many cases it would seem that they have not yet seen any need for such restriction. But in others it would appear that if they have refrained from action it is because they consider that this is a matter rather for the discretion of the teachers and the Governing Bodies than for the Education Committee. It is important, therefore, to discover what steps, if any, are being taken in this connection by the teachers. The evidence of those head masters and mistresses who gave evidence before us has already been alluded to, and it is an encouraging sign to note that they have all been anxious and able to make a beginning in reducing the number of different examinations in their schools. It is equally encouraging to find that various associations of teachers have taken the matter up and shown themselves generally anxious to do what they can in the same direction. The Report which we submitted to the Board of Education in 1904 on the subject of Examinations in Secondary Schools was considered both by the Headmasters'

Association and by the Headmasters' Conference. The Examinations Committee of the Association subsequently prepared a report which was adopted by the Council, in which they stated that they "heartily welcomed the prospect of a diminution in "the present multiplicity of examinations affecting the schools." The Conference passed no formal resolution on the subject, but when our Report was under consideration, that part of it which advised a reduction of the multiplicity of examinations appears to have met with general favour. From the point of view of Girls' Schools the Headmistresses' Association has passed a formal resolution to the following effect:—

> "That this Conference disapproves of external examinations for girls under 16 years of age, and invites all members of the Association to co-operate in discouraging pupils to enter for them."

A similar resolution was passed in 1910 by the Incorporated Association of Assistant Mistresses in Public Secondary Schools.

The Association of Directors and Secretaries for Education passed the following resolution in 1910:—

> "That this Association sympathises with the views of the Headmistresses' Association that, as a rule, there should not be external examinations for girls under the age of 16, provided that arrangements are made under the School Scheme, or otherwise, for the periodic examination of the School as a whole by some external body."

While, however, these indications of a desire for progress are very hopeful, especially in view of the weight behind them, they serve at the same time as evidence that teachers themselves realise how much still remains to be done.

It would seem probable that even in strong schools such reductions as have already been made have been confined mainly to the lower forms. In the upper forms of many of such schools, and throughout many of the weaker schools, a heavy burden is still left. The fact is that even such reductions in the number of examinations as can be effected by the schools themselves are only possible where the wish to effect them is accompanied by the power to do so, and we are afraid that this combination is not a common one. There must be many head masters and head mistresses who see the evils of a multiplicity of external examinations but who owing to various circumstances are yet powerless to resist them. There are also many Local Authorities who have the power to resist, but who do not as yet see the need of it. We trust that one of the most useful results of our inquiry may be to rouse Local Education Authorities, head teachers and the public to a better appreciation of the importance of this part of the subject, and of the need for invoking the assistance

and co-operation of the Board of Education, and of the various Universities and the professional bodies, in securing reformed conditions which the schools themselves cannot secure unaided.

It must be added that so far we have been dealing mainly with those schools which are aided either by the Board of Education or by a Local Education Authority or by both. It is important to remember, however, that there are a great number of schools which are independent of both these bodies, and that though some of these are amongst the best Secondary Schools in the country, and though many of them reach a good general level of efficiency, many of them on the contrary are of quite a different character. While, therefore, on the one hand, a reduction in the number and variety of external examinations in the aided schools cannot fail to educate public opinion as to the proper criteria by which a good school should be judged, and so gradually to force those independent schools which are inefficient to follow their lead, on the other hand, this reduction of examinations in the aided schools must inevitably be retarded so long as they have to compete with schools which are free to adopt undesirable methods of attracting parental support.

VI.—The Position of the Board of Education in the existing Examination System.

It might appear somewhat unnecessary for us in our description of the existing state of things as regards examinations in Secondary Schools to inform the Board of Education what their position is in the system. But inasmuch as it is possible that this report may be studied by persons other than officials of the Board, it seems advisable for us to give some account of the position of the Board in the existing examination system. The examinations actually conducted at the present moment by the Board have been briefly referred to in Chapter I., and are described more fully in the memorandum at the end of this Report, and need not be further mentioned here. It is rather with the relation of the Board to the examinations now conducted by bodies other than themselves that we are here concerned.

(a) *The Attitude of the Board of Education towards Examinations in Secondary Schools.*

For historical reasons, the Board of Education do not stand in quite the same relation to all the Secondary Schools with which they are concerned. One consequence of this difference of relation is that the Board are bound by somewhat different rules in dealing with examinations in different classes of Secondary Schools.

Putting the matter broadly, it may be said that the Board's control over examinations in Endowed Schools is exercised by means of the Schemes under which the schools are governed, and over examinations in unendowed schools by means of the Board's Regulations for Secondary Schools. As regards the former, it is usual for the Schemes to include a clause providing for the examination of the schools under certain conditions by some external body, and where this is the case such a clause is the ruling factor in the matter. In the case of the non-endowed schools, on the other hand, the question of external examinations is decided by other methods. It may be done in one of two ways.

All these schools are now obliged to have Articles of Government, and the Board of Education suggest, though they do not insist upon, the inclusion of an examinations clause in such Articles. If the Articles of Government do not include such a clause the school falls under the requirements of Article 35 of the Secondary School Regulations so far as examination requirements go.

It will be convenient to quote here the usual forms of examinations clause now inserted by the Board in Endowed School Schemes and recommended for inclusion in the Articles of Government of non-endowed schools on the Board's Grant List. It must be understood, however, that the form varies considerably in the different Schemes and Articles, and sometimes is not present at all.

The common form of examination clause which is now inserted in new or amending Schemes runs as follows:—

> "Once at least in every two years there shall be, at the cost of the Foundation, an examination of the whole of each of the upper forms of the school by, or under the direction of, a University or other examining body approved by the Board of Education, with the assistance, if the Governors think fit, of any of the teaching staff of the school; and a report thereon shall be made to the Governors, who shall send one copy of it to the headmaster and two copies to the Board of Education. Provided that the Board may, either generally or in any particular year, dispense with that examination as regards any of the upper forms.
>
> "Once at least in every year there shall be an examination of the lower forms by the teaching staff of the school, and a report thereon shall be made to the Governors if they require it.
>
> "An examination may be partly in writing and partly oral, or, in the lower forms, wholly oral. If in any year the school as a whole is inspected by the Board of Education, the Board may dispense with any examination for that and the following year. The Board may decide which

forms shall be considered to be 'upper' and 'lower' respectively for the purposes of this clause."

The examinations clause suggested by the Board of Education in their model "Articles of Government" is as follows:—

> "There shall be an examination of the School, or such part thereof, and at such time and in such manner as may from time to time be determined by the Governors, with the approval of the Committee, or may be required by the Board of Education as a condition of grant. The examination shall be held by or under the direction of a University or other examining body approved by the Board of Education, with the assistance, if the Governors think fit, of any of the teaching staff of the School."

Article 35 of the Board's Regulations for Secondary Schools runs as follows:—

> "The Board may at any time require that such portion of the school as they may think fit shall be submitted for examination to an Examining Body approved by them for the purpose. Pupils under 15 years of age may not, except with the express permission of the Board, be presented for any other external examination except one comprising the whole school, or held solely for the award of scholarships or exhibitions, or held in accordance with a Scheme made under the Endowed Schools Acts or the Charitable Trusts Acts."

It will be seen at once on comparing the above clauses that in the case of Endowed Schools under Schemes, an examination of the upper forms by an external body and an examination of the lower forms by the teaching staff is obligatory at periodic intervals. In the case of other Schools, the position is, broadly speaking, permissive. Neither the common form clause printed in the Model Articles of Government, nor Article 35 of Regulations for Secondary Schools provide for any periodic external examinations at all. In the Regulations the Board merely reserve the right to require the external examination of certain parts of any school when they think fit. The only fixed obligation under the Regulations is that which forbids the external examination of pupils under 15 except under certain conditions. It should be added, however, that though the Board have not seen their way to insist upon a regular external examination of every school as a condition of its being on the grant list, they made it clear in the prefatory memorandum to the Secondary School Regulations for 1908–9 that they consider such examinations a valuable and often much needed supplement to the test of inspection.

It will be well, perhaps, to mention for the sake of accuracy that Endowed Schools whose Schemes have not been drawn up

or revised since the Board adopted the present model form of examination clause, are as a rule working under a more old-fashioned clause, which requires the periodic examination of the whole school by external examiners, and allows of external examination by private individuals. Further, the Committee understand that the Board of Education do not take the initiative in asking for the amendment of Schemes on the ground that they do not contain the latest form of examinations clause. The clause given above, however, though not actually in force as yet in all Endowed Schools, may be taken to represent the present attitude of the Board.

In order to give some idea of the extent to which the above clauses and regulations respectively are applicable, it may be added that of the 804 Secondary Schools stated in the Board's Educational Statistics for 1908–9 to be on the Grant List, about half are Endowed Schools under schemes made by the Court of Chancery, the Charity Commission or the Board of Education.

(b) *The Relation of the Board of Education to the principal examining bodies in Secondary Schools.*

The lack of co-operation between the various examining bodies has already been referred to above. It will be well to note shortly to what extent they co-operate with the Board. It will, of course, be understood that our information on this point is based mainly on the evidence of our witnesses. It is possible that, as a matter of fact, the following account rather understates the real facts of the case.

From what has already been said, it will have been seen that the Board of Education do not themselves conduct examinations in Secondary Schools (except indirectly, of course, by means of their Preliminary Examination for the Certificate), nor have they laid down any specific rules for external examinations other than those quoted in the previous section. They have not, for instance, made any rule as to the maximum number of external examinations which may be taken in the upper forms of schools, nor as to the subjects which they consider proper for such examinations. A wide discretion, in fact, in such matters is left to the schools, which make their own arrangements with the various examining bodies. Generally speaking, it would appear that there is no formal co-operation between the Board of Education and the various examining bodies, so far as the actual conduct of their examinations is concerned. It may be remembered that when we reported in 1904 on the subject of examinations in Secondary Schools, we made recommendations as to a Central Examinations Board, which, if adopted, would have led to a great measure of direct co-operation between the Board of Education and the various examining

bodies, and we regret that our recommendations led to no substantial result in this direction. Since that date, however, the Board and these bodies have got more into touch with each other. One of the main avenues of approach has been the reports of the Board's Secondary School Inspectors. It is the business of the Inspectors, when reporting on the work of any school, to take into account the nature and amount of its external examinations, and to make any necessary comment upon the manner in which the work of the School is affected by the use of these examinations, either as regards the syllabus adopted or the method of instruction pursued. This is done both at ordinary and Full Inspections. It is open to the Board to communicate to the body which conducted these examinations any criticisms made by the Inspectors, and in the case of at least three of the examining bodies this course appears to have been already taken. Conversely, copies of reports by external examining bodies upon Secondary Schools, when supplied to the Board under the provisions of Schemes, are sent by the Board to their District Inspectors for their information. In other cases the Board have arranged conferences with examining bodies in order to provide opportunities for discussing complaints or suggestions brought out by full inspection reports, or for discussing the conditions on which the examinations of these bodies can be accepted by the Board for the purposes of their various Regulations.

These arrangements appear to be valuable in so far as they provide the examining and inspecting bodies with some knowledge of what the other is doing, and also in so far as they pave the way to closer and more real co-operation in the future. But it is necessary to point out that in practice the actual extent of the co-operation is as yet somewhat slight. The examiners hardly ever inspect, and the inspectors never take part in external examinations, nor are their respective estimates of the general efficiency of a school ever officially correlated. While, therefore, we are far from minimising the good results which may, and indeed have, followed from the amount of co-operation which has already been found practicable, we cannot feel that existing arrangements approach a satisfactory or adequate level.

VII.—The State of Inspection in the present System.

We must include in our account of the existing system of examinations in Secondary Schools a short survey of what is being done in the way of inspection. It is, of course, only during the last few years or so that the Board of Education have had a regular Secondary School Inspectorate; but they have during that period become by far the most important inspecting body in the country. The inspections of the Board are of two kinds, the full inspection which comes once every

three, four, or five years according to circumstances, and the ordinary inspection, which consists of a visit by the District Inspector at least once every year. The full inspection is conducted with extreme thoroughness and takes cognisance of every aspect of the school, including, of course, its system of internal and external examinations. A full report of such an inspection is forwarded to the school authorities, and no objection is made by the Board to the publication of such a report provided it is published in full. In view, however, of the confidential and often personal character of the report, it is obviously impossible in many cases for it to be published, and in consequence a great deal that is of value never reaches the public at all. This point is of great importance, and will be referred to again later on.* It is sufficient for the moment to call attention to the fact that, whereas the examination successes of a school—which it is very difficult for the public to estimate at their true value—are published in full, no reasoned report on the whole working of the school is, as a rule, accessible to parents.

As regards the number of full inspections conducted by the Board of Education, we understand that it amounts to an average of about 200 such inspections every year.

In addition to the inspection of Secondary Schools by the Board, there is, of course, the inspection by the various examining bodies. Particulars of the inspections conducted by each of the bodies are given in the separate accounts of their general work which are included in the Memorandum at the end of this report; but it will be convenient to bring together here a short summary showing to what extent they are actually conducting inspections at the present moment.

It should be understood that in the figures which are given in the remainder of this section, we are referring only to inspection proper, that is to say, to inspection as distinct from examination. This proviso is important, as in some cases it appears that an examining body which is examining a school apart from formal inspection sends examiners who, in fact, conduct what is virtually an informal kind of inspection as part of their examining work. Thus, when the Cambridge Syndicate conduct a School Examination in any school, or a combined Local and School Examination, the work of their examiners includes a visit to the school for the purpose of inspecting the buildings and apparatus, observing the school organisation and discipline, and hearing lessons given by the school staff. Similarly, in the case of London University, every school which takes a School Examination receives a visit from an inspector who holds the oral examination in modern languages. Further, at many schools visits of inspectors are made for the purpose of seeing how the recommendations made at

* *See* page 117.

previous complete inspections are being carried out, and of talking over with the head of the school any points upon which he might like advice or guidance. The Oxford Delegacy appear to do considerably less in the way of inspection when they are conducting a School Examination. In the case of the Oxford and Cambridge Joint Board, while inspection in the full sense of the term is not an integral part of a School Examination, some form of personal visit usually accompanies such an examination; the schools, for instance, would be visited during the examination either by the Classical Examiners or by the Examiners in Practical Physics and Mechanics, or in oral French and German, or some or all of these. In some cases, also, schools have been visited by the Joint Board's Examiners in Natural Science, quite apart from formal inspection, to discuss the arrangements of laboratories and work.

It will be seen then that in addition to what may be called inspection in the proper sense of the term, a varying amount of somewhat informal inspection accompanies many of the "School Examinations" conducted by the principal examining bodies. Without wishing to minimise the value of this, it seems necessary to point out that this form of inspection is conducted by persons who are primarily examiners and are not regularly employed in inspection, and further that the number of candidates who take the "School Examinations," of which some degree of inspection forms a part, is very small compared with those who take the ordinary examinations of the "Local" type.

We can now proceed, without fear of misunderstanding, to give the facts relating to inspection proper as conducted by the examining bodies, that is to inspection which is quite independent of any form of examination and which may be compared appropriately with the full inspections conducted by the Board of Education.

The following table shows the number of schools inspected during the last six years by four of the principal examining bodies:—

——	1905.	1906.	1907.	1908.	1909.	1910.
Oxford Delegacy - - -	15	5	4	3	6	8
Cambridge Syndicate - -	3	6	2	6	7	0
Oxford and Cambridge Joint Board - - - -	35	28	8	7	8	20
London University - - -	25	29	31	34	29	35
Total - -	78	68	45	50	50	63

We have taken a period of six years for this table, as schools clearly do not require this sort of full inspection every year, and the numbers inspected in each year may vary considerably. A cycle of some years is necessary if the true state of things is to be shown.

It is worth noticing that though it might have been expected that the number of inspections conducted by these bodies would gradually diminish as inspection by the Board became better known and appreciated, no such diminution appears, as a matter of fact, to have taken place. In fact, the inspections of the Oxford and Cambridge Joint Board and of the London University have been more numerous during these six years than they were before, as will be seen by a reference to the tables on pages 382 and 392, where the reasons for this increase are also given.

It may be added that of the other examining bodies, the College of Preceptors does not conduct any inspections. The Northern Universities' Matriculation Board has just introduced a new system of inspections on organised lines, but no figures can be given as the scheme only comes into operation this year.

To sum up, it appears that during the last six years an average of 59 schools a year have been inspected by the examining bodies mentioned above. Of this yearly average, London University inspects about 30 and the Oxford and Cambridge Joint Board about 18, the Oxford Delegacy nearly 7, and the Cambridge Syndicate 4. The majority of these schools are no doubt on the Board of Education's list of efficient Secondary Schools, and are therefore inspected by the Board as well. A certain number, however, of those inspected by the Oxford and Cambridge Joint Board are quite independent of the Board of Education, and are not inspected by them. When it is realised further that of the schools inspected by London University the large majority are situated in Surrey and Middlesex, it becomes clear that the actual amount of inspection conducted in the rest of the country by the principal examining bodies is very small. It is fair to conclude that at the present moment the examination and inspection of Secondary Schools are not nearly closely enough connected.

We ought to mention here that, in addition to the inspections of the Board of Education and the examining bodies, there is a certain amount, and in some cases no doubt a considerable amount, of inspection of Secondary Schools by Local Education Authorities. We have not felt it necessary to make a special inquiry into this subject, but it will be seen later that we have suggested that wherever any Local Education Authority has an inspectorate, such inspectorate should as far as possible be brought in to any uniform scheme of examinations in Secondary Schools which includes inspection as an integral part of examination.

VIII.—General Remarks on certain Points connected with External Examinations in Secondary Schools.

Before we conclude this chapter, we should like to say a few words on two or three other points connected with external examinations in Secondary Schools.

The first is that the number of pupils in schools such as those on the Board's list of efficient Secondary Schools whose work is affected by University requirements is very considerable, though the number who proceed to the University from such schools is very small. Statistics showing the numbers of these latter pupils were kindly supplied to us by the Board of Education at our request, and are shown in tabular form in Appendix A. It should be understood that the figures in that appendix relate only to Secondary Schools which were inspected by the Board during the school years 1907–8 and 1908–9. They do not refer, therefore, to all the schools on the Board's list, though they were in no way selected for any special purpose. If they may be accepted as a fair sample of the whole, it appears to be true to state that in the ordinary Secondary Schools inspected by the Board only ·93 of the pupils who leave during any one year go to Oxford or Cambridge, and only 1·76 per cent. go to other Universities, making a total of 2·70 who go to the Universities as a whole. It should, of course, be understood that these figures take no account of any of the big Public Schools; in fact, just those schools from which the largest number of pupils proceed to a University career.

Yet it would appear that in the upper Forms of many schools the course of work is largely modelled on the needs of the few pupils who intend to proceed to the University, the school studies of the majority being regulated by the special requirements of the few. It may be true that in some cases such an examination as the London Matriculation Examination may provide a satisfactory Leaving Examination for non-University pupils of 16 or 17 years of age, if the subjects are carefully selected. But the system may easily lead to difficulties, and indeed has given rise to complaints on the part of the schools. Dr. Miers and Dr. Roberts, speaking on this point, before the recent changes in the School Examinations of the University had been made, told us that "certain difficulties connected with "the School Examination (Matriculation Standard) were due "largely to its relation to the General Matriculation Examina- "tion. As the School Examination was a Matriculation Exami- "nation admitting to the University, the standard of the School "Examination was in each subject that of the Matriculation "Examination, and also the same combination of subjects had "to be taken. The University, in both cases, asked for evidence "of what it considered a necessary foundation for the subsequent "University career. But it had been strongly urged upon the "University that the combination of subjects which might be "properly required of persons intending to be University "students was not necessarily the best for pupils who were "not going to the University, and who only took the School "Examination as a School Leaving Examination. Representa- "tives of Secondary Schools, especially those in Surrey and "Middlesex, which were in very close connection with the London

" University, were pressing for a more elastic system. They " wanted the University to grant a certificate on this examina- " tion without necessarily requiring that it should include the " combination of subjects demanded for Matriculation. The " standard in each subject should remain the same, and of course " exemption from Matriculation would only be granted for " certificates which included the Matriculation combination of " subjects. The witnesses agreed that this problem would " become more and more important from the point of view of " the schools, as their courses of study tended more towards the " modern form of curriculum. The schools urged that unless " the system were made more elastic they would be compelled " to enter pupils who wished to take a School Leaving Exami- " nation, not for the purpose of entering London University, " but for the sake of exemption from other examinations, such " as those of the Board of Education or of the professional " bodies, for the Oxford or Cambridge Senior Locals instead of " the London University School Examination, in which the con- " ditions as to the combination of subjects were more stringent." The reform urged by the schools has been effected since this evidence was given, as already noted in Chapter I., and came into operation in June 1911. The London School Certificate will be awarded as hitherto on the Matriculation Standard, but on a wider option as to subjects, the ordinary Matriculation Certificate being granted in addition to those who fulfil the conditions required by the University for entrance.

Another point in connection with the examinations generally used in Secondary Schools is that they ignore certain important parts of the curriculum. The serious disadvantages arising from this defect in these examinations we shall consider later. For the moment we are only concerned with the actual facts of the case. No doubt there are special bodies which examine such subjects as Handicrafts generally, Domestic Science, and Needlework. But in the examinations of the principal examining bodies in Secondary Schools in England, such subjects, if included at all, appear to occupy an unimportant place.* The reason for this, no doubt, is that these subjects cannot as a rule be tested without inspection, and that such inspection would be very costly even if the examining bodies had a staff of inspectors competent to do the work. But, whatever the reason, the important fact is that there are many subjects in the curricula of Secondary Schools which at present are not included in the ordinary external examinations found in Secondary Schools.

It may be added that the external examinations for which the large majority of secondary school pupils enter are quite independent of any question of school record or even of school

* There is one important exception to this. The Northern Universities Joint Board have just issued regulations for a " House-craft Certificate," of which particulars are given on page 215.

attendance. The Army Leaving Certificates and the "School Certificates" granted by the various examining bodies do, it is true, include a guarantee of attendance and good conduct at an inspected and approved school. But the number of candidates who enter for these certificates is relatively small.* We are aware that the use of the school record in connection with external examinations is full of difficulties, and that it may be wise to confine that use within well-defined limitations. That is a point we shall deal with later. For the moment we only wish to call attention to this gap in the external examinations taken by the large majority of pupils in Secondary Schools.

Lastly, we would call attention to the serious inroads which attendance at examinations may make upon the time of boys and girls at school. Mr. Paton supplied us with definite instances in which pupils had spent nearly six weeks of their summer term in attending scholarship examinations. Full details are given in his evidence on page 518. Mr. Paton added: "This meant the loss of 30 per cent. of their time which "would otherwise have been given to systematic coherent "study in class. It was true that a good part of this time was "spent in the school's own examinations; but the school had "certain scholarships which it was compelled by statute to "award on a competitive examination." It is only fair to point out that, in the cases quoted, the pupils appear to have been more or less picked boys who were trying for scholarships. The number of such pupils, however, appears to be steadily increasing as the various Local Education Authorities develop their scholarship systems, and the point is one which cannot be overlooked.

* As already explained in Chapter I., the Army Leaving Certificates are in process of abolition.

Chapter III.

The Difficulties and Disadvantages of the existing System of External Examinations in Secondary Schools.

Introductory Remarks.

In the last chapter we endeavoured to give a conspectus of the examination system as it affects Secondary Schools at the present moment. Having done this, the next question that arises is whether the existing system is a satisfactory one under present circumstances, and whether we can recommend its continuance. We shall devote this chapter to showing why we consider some change necessary.

It is an inherent difficulty of the task that has been laid upon us by the Board of Education that it necessitates a considerable amount of criticism of examining bodies to whom, as has already been mentioned in the introduction to this report, the country owes an immense debt of gratitude for much of the progress effected in secondary education. We are anxious, therefore, to begin our remarks by a clear statement of the great value of their services. They initiated a work of reform at a time when it was sorely needed, and when there existed no other bodies able and willing to do the work. They possessed an academic standing and an impartiality which were above question, and they achieved a right of entry into schools where any attempt at State interference would at that time have been hotly resented even had the State felt itself able to undertake the duty. The fact that some of their methods have been susceptible of abuse, or that it is possible now to see how some things might have been better done, does not detract from the merit of those who gave their energies to remove the evils which they saw around them. That the increased efficiency of the schools may make it both possible and right for them to achieve a greater measure of independence of external examining bodies is no reflection on those to whom much of the increased efficiency is due. That the State has gradually learned its responsibilities towards secondary education, and is now in a position to organise on a more uniform scale the work which hitherto has been left to enterprise not aided by the State, cannot be imputed as a fault to those whose labours have paved the way to fuller development.

Nevertheless, while we acknowledge to the full the admirable work done by these bodies, the fact remains that there are serious defects in the present arrangements which appear to us to justify an urgent call for reform. These defects, of course, are not now apparent for the first time. They have frequently been commented on in the past, and so far as lay in their

power the examining bodies appear to have done much to remove them as they arose. Something more, however, than improvements in the methods of isolated bodies was needed if real progress was to be made, and it is perhaps difficult to see how, in the conditions which obtained up to some six or seven years ago, reform on comprehensive lines was possible. The most hopeful signs at the present moment are not only that the need for change is perceived in many quarters, but also that means for achieving it are now available. The Secondary Schools are not only more efficient, but possess organisations through which their collective views can be expressed. New Local Authorities, with wide powers over large areas, have come into existence. Above all, the Secondary Branch of the Board of Education, with its well developed secondary inspectorate, has introduced a new and potent factor into the problem. The State is now so organised as to be able to supply both motive power and unifying influence.

While, therefore, we are anxious not to disparage the work that has been achieved in the past, we believe that the time has come for a step forward, and we think that the manner in which these new bodies can assist in the work deserves careful consideration.

It is interesting to note that the possibilty of some such evolution as we shall propose was foreseen in the early days of the Local Examinations. Nearly 40 years ago, Edwin Abbott, writing about the examination of first grade schools by the Universities, expressed the view that a time might come when a council established by Government might be necessary to give unity to the independent systems of the various Universities. Edward Bowen, writing at the same time, though from a different point of view, thought that after a further period of 20 or 30 years' experiment, a Minister of Education might bring forward a national scheme of school examinations, and the idea (and no doubt the difficulties too) of some such future action on the part of the State was familiar (though not always welcome) to other writers of the time, such as Thring and Miss Clough.

I.—Restriction of Curricula, of Methods and of Experiments in Secondary Schools by External Examining Bodies.

Of all the changes in Secondary School organisation during recent years, none is more notable than the growth of inspection, and of the general recognition of its importance as an integral part of good examination. Yet, in the survey of existing examinations which has been made in a previous chapter, no fact is more striking than the separation which at present exists between the principal inspecting and examining bodies. It has been seen that at the present moment the Board of Education does the bulk of the inspection of Secondary Schools, while other bodies do the bulk of the examination.

Second only to the growth of inspection is the more complete organisation of Secondary Schools. This organisation manifests itself in two ways. In the first place, large numbers of Secondary Schools are now brought directly under the influence and control of Local Education Authorities. In the second place, their various grades of teachers have formed voluntary conferences and associations which bring them into closer contact with each other, afford opportunities for discussing experiments and methods, and generally make possible a concerted and enlightened policy. Yet here again we find the same lack of co-operation between the authorities and teachers of the schools on the one part, and the examining bodies on the other. No doubt the examining bodies do, in varying degrees, come into contact with the teachers, and in the case of the school examinations and inspections lately inaugurated by the Northern Universities, teachers are given a definite position amongst the members of the examining authority. This is a most important development of policy, due, we understand, to the recommendations contained in our report of 1904. Further, as we have pointed out elsewhere, at the request of the teachers examination papers may, in certain cases and under certain conditions, be set on lines suggested by the school staff. But with these exceptions, we think it remains generally true that neither the authorities nor the teachers have any direct voice in the conduct of the external examinations of their pupils.

We do not wish to imply that the majority of teachers are conscious of any objection to this state of things. We doubt if they are. Yet the fact remains that it is inherently improbable that external examining bodies which neither inspect the schools from which their candidates come nor associate with themselves the authorities and teachers of those schools, should keep fully in touch with the schools or keep pace with school developments, especially in times of rapid growth and change. The evidence we have heard shows that this isolation of the examining bodies has in many cases had an undesirable effect, and has tended to hamper and retard the work of the schools. It will be convenient to examine this tendency under various aspects, as it affects (*a*) school curricula, (*b*) school methods, and (*c*) school experiments.

(a) *The Restriction of School Curricula by External Examinations.*

It must be borne in mind that when the Local Examinations, and those of the College of Preceptors, were first started, the curricula of Secondary Schools differed in two important respects from those of a modern school. In the first place, there were fewer subjects taken, and, secondly, the subjects were on the whole more easily tested by paper examination. This aspect of the case was admirably summarised by

Mr. Bruce. "The difficulty," he said, "of examination by "external bodies of the whole of a school in the manner hitherto "conventional was further increased by the fact that the "curriculum of the schools was much fuller than it had been. "In many schools more subjects had been added, and in many, "even where certain subjects were not new, they had assumed "a much more important position in the curriculum. In the "smaller grammar schools and in certain of the larger ones, "the treatment of history, geography, and literature was much "more serious now than it was a few years ago, and there had "been a great development not only in the thoroughness with "which branches of natural science were taught, but also in "the number of subjects which were included in school "curricula under that general title. Manual instruction was "another subject which had come much to the front. The "fuller curriculum, quite apart from the methods of instruc-"tion, meant that examination must be more difficult for an "external body if it were to cover the whole ground. The "examination also must of necessity be more expensive, and "this was a very important point, for the growth in the cost of "secondary education during the last few years had been very "considerable. Mr. Bryce's Commission took 11*l.* or 12*l.* per "head as the cost of maintenance in Secondary Schools not of "the highest type; but now an Authority could not hope to "attain a reasonable standard of efficiency unless they were "prepared to spend at least 14*l.* or 15*l.* per head on a school "of the same type. The cost of examination had been going "up in the same proportion on account of the fuller curriculum "and for other reasons."

It is obvious that the adoption of a wide and modern curriculum such as is now aimed at in schools which are aided by the State and by the Local Authorities, may be seriously endangered if a school as a whole, or its pupils individually, are under any pressure to work for external examinations where the desired certificate can be obtained by success in a limited number of subjects. Subjects which are not required for the certificate, or which are not suitable for examination purposes, may fail to secure adequate attention either from teachers or pupils. They may be equally important, not improbably more important, for the pupil from the point of view of true and complete education. But there is a strong temptation to devote less time and less attention to them, solely on the ground that they are useless for success in the examinations. A good headmaster or mistress may be fully alive to these mischievous results, and may endeavour to avoid them by allotting proper time in the school time-table to the subjects not required for the external examinations. But circumstances will be heavily against them. Parents and boys are alike anxious for certificates, the Local Education Authority may support them, and the reputation of the school itself may be considered to be at stake. The school authorities in such a

case will find it hard, if not impossible, to struggle against the combined pressure of so many interests.

The result, of course, is that the subjects which flourish most in schools are those which are most easily tested by the simplest form of examination, namely, by a paper examination, and there is a tendency to neglect those which can only be tested by the more costly methods of inspection and practical examination. In many cases this neglect does not, of course, amount to the actual omission of a whole subject from the school time-table. It may be confined either to a reduction of the time allotted to a subject, or to the omission of certain branches of a subject, such as the practical sides of science and the oral method of teaching modern languages, or it may merely lead to the subject being taught in a perfunctory or unsatisfactory way, or to its being dropped while the pupils are preparing for a particular examination. But in some cases the neglect goes further than this. Some of our witnesses testified that such subjects as the various forms of handicraft and domestic science were apt to be squeezed out of the curriculum altogether. They are not encouraged by the ordinary external examination, and the lack of encouragement amounts in practice to disastrous discouragement.

It may be added that while the omission of a subject from the examination syllabus tends to limit the time and attention allotted to it in school, the inclusion of a subject does not necessarily secure it from similar neglect. The regulations of many external examinations require pupils to take certain compulsory subjects, and leave others to their own choice. But the four or five subjects thus selected for examination do not cover the whole of the subjects in which pupils should receive instruction so long as their general education continues. Some stimulus is needed to secure that pupils shall not neglect those subjects in which they are most deficient, and this stimulus is by no means always supplied by the majority of external examinations.

We should like to add that we are not unaware of the dangers of a wide curriculum. The pupils' interest in their work may become less real, and there may follow an injurious lack of concentration. The number of subjects that can be studied at once by any boy or girl requires most careful consideration. All that we are contending for at the moment is that when the proper course has been decided upon, one part of it should not suffer from neglect owing to an excess of stimulus applied to the rest.

(b) *Restriction of Teaching Methods.*

But the influence of these external examinations does not merely limit the number of subjects to which a school or some of the pupils of a school will give the necessary attention and interest. It may also tend to limit the scope and direction of the

teaching in those subjects which are offered for examination by the candidates. It is not only that the teachers must follow a syllabus which they have not worked out for themselves, but that they are often not at liberty even to teach this syllabus in their own way. We do not forget that in the case of a few school examinations, schools are allowed to offer special syllabuses of their own. But, as has already been noted, some extra cost is involved in such a plan, and, whether for financial or other reasons, this concession is, with the exceptions already mentioned, little used. In practice many teachers accept the external syllabus and regulate their instruction accordingly. In the case of weaker schools of course such external assistance has frequently been of considerable value in widening a curriculum which might otherwise have remained too narrow. Further, we see that even the better schools may derive considerable advantage from studying, or even following, syllabuses which are the result of successful experiments by the best teachers in the various subjects. But even here there must remain the objection that the instruction is bound not only by the terms of the syllabus but by the nature of the examination papers which the candidates will have to answer. Through his knowledge of the general character of the examination, the teacher may have to confine his teaching to some particular type of questions or range of questions; or, through the regulations of the examination he may have to attempt to cover a wider field than, if left to himself, he would consider wise in the interests of the pupils committed to his care. Instead of following out a syllabus of his own, or at least a good syllabus adapted by himself to the needs of his own pupils, he may be thinking all the time of examination questions against which he must prepare his class. A teacher who yields to the temptation—and the pressure of temptation is very great—to teach a subject for such an examination, surrenders the role of an educator and becomes a "cramner." He is no longer free to use his subject for purposes of training the mind, nor can he utilise properly his own natural gifts. He sacrifices not only his own individuality, but also that of his pupils.

This point was brought prominently before us by several of our witnesses. Miss Burstall, for instance, stated that "Examin-" ations had done harm to teachers in general because they had " no freedom, and no one could do his best without freedom. " Instead of being able to choose the best methods, they had " to think of Junior Locals, Scholarships, and other things." We are aware, of course, of the great advantage which may be derived from providing teachers and pupils alike with some object on which to focus their attention. But if that object is an examination, it is essential that the papers set should bear a more intimate relation to the individual methods of different schools than is now often the case.

The effects of external examinations on teaching methods are especially marked in the case of modern languages, though no doubt there have also been other influences at work which have hindered the due development of such subjects. Oral tests are somewhat difficult and expensive to organise on a large scale, and have at present not formed an integral and obligatory part of most of the ordinary external examinations in Secondary Schools. The result has been that the introduction of oral methods has been seriously retarded and in some cases absolutely abandoned. Thus Mr. Paton informed us that "there were numbers of cases where the "modern language instruction had been started on the reform "method, and then after about a couple of years when in "full swing that method was dropped in favour of the old "style because of the requirements of external examinations."

The injurious effects of examining in Science subjects by paper work alone need hardly be dwelt on. An effort has been made to supplement the necessary paper work by introducing practical examinations in science when possible; but the difficulties and the expense are considerable, though they might be lessened by improved organisation. The fact is that some of the practical science work done in a school lies largely outside the domain of examination as generally understood, and cannot be tested efficiently without some aid from inspection.

But it is not only subjects like modern languages and science in which the instruction is liable to injury from external examinations. Improved methods of instruction, even in such subjects as English and the dead languages, are endangered. It does not seem to be sufficiently realised that English is a particularly difficult subject to teach well, and that nearly all its educational value may be ruined by examination papers set on unwise lines. We feel that a good deal of very careful experiment will be necessary before any agreement can be reached as to what constitutes a good examination in English. The prospect of external examinations has a prejudicial effect also on the teaching of dead languages. If the examination requires set books, the danger is that these will be "crammed." If the examination requires nothing but "unseen," the object of the test can be evaded by teachers who exercise their pupils with short passages from authors from whom passages are likely to be set.

The fact is that paper examinations, though their value varies according to the subject examined, can only test methods of teaching to a limited extent. Teachers are under great pressure, therefore, to give their minds to the results which examinations can test. In the process they may lose their individuality and self-reliance. Their aim is apt to become distorted, and the genuine efficiency of their instruction to suffer.

We would add here that, just as the pressure of examinations may tend to restrict the curricula of schools in the manner described above, so also it may exert at times a somewhat different tendency and lead to subjects being taught at the wrong times and in the wrong order. A good teacher should be free to decide in what sequence his pupils should attack new subjects, and at what ages they are ripe either for new subjects or for more advanced instruction in them. But his freedom in this important matter is clearly hampered if he is compelled to include subjects in the curriculum of a class, not because the pupils are educationally ready for them, but because they have to be prepared for examinations in which such subjects are required.

(c) *Restriction of Experiments.*

It is convenient to deal with the effect of external examinations on experiments in Secondary Schools under a separate heading. But to a large extent the experiments we have in mind are experiments in curricula and methods of teaching, and this section therefore is to that extent merely an amplification of the last two. The main difference, perhaps, is that we are now looking at the subject rather more historically.

We take it for granted that it is not desirable to have all our Secondary Schools moulded to the same type. The callings for which they are to fit their pupils are many and various. Equally various are the methods by which any one type of pupil may be successfully treated. The Board of Education have fully recognised this, and have done much to encourage elasticity of curriculum and the introduction of new methods and interesting experiments. But, as Mr. Bruce pointed out to us, their efforts have not yet met with much success. This lack of energy in initiating wise experiment is no doubt due to various causes. One of the most important of these is the difficulty of securing or retaining a sufficient number of highly trained teachers in Secondary Schools, a difficulty which will hardly be overcome until improved prospects and status encourage young men of ability to take up teaching in Secondary Schools as a life work, and until such a career is at once more honoured and more suitably renumerated. Even in schools where the staff is of a higher calibre, the lack of complete sympathy amongst all the members of it, or the somewhat natural fear of the head teachers that they may disturb the minds of their governing bodies or of the more conventionally minded public, may help in checking the introduction of experimental methods. But when due allowance is made for such difficulties, it is reasonable to suppose that the lack of elasticity is at least partly due to the heavy hand of external examinations. Mr. Paton supplied us with some interesting information on this point. "The external examination," he said, "imposes " upon the school a rigid curriculum, of a nature almost

" entirely bookish, which prevents the school from developing " on its own lines and adapting itself freely to the needs of " its pupils and the community which it serves. It also " effectually prevents the special cultivation of some leading " subject, which in the hands of a specially qualified and " enthusiastic head teacher might be made focal to the whole " curriculum, and infuse all the other subjects with a con- " tagious spirit of purpose and interest." In support of this general statement he gave us two examples from his own school, as showing how educational experiments are at the mercy of external examinations.

" (i) The experiment was tried of basing the curriculum of the modern side of the school on German as the first language, with French following afterwards. This was done for certain definite reasons (chiefly educational). It was believed that German would give a grammatical discipline which would, in a way, take the place of Latin (which was omitted from the modern side); that German pronunciation was much easier than French for Lancashire boys; and that the German literature (prose and verse) was a good deal more suitable than the French for early language training. There were also other reasons. But as time went on it was found that owing to the requirements of the Lancashire County Council Scholarship examinations, the Manchester City Council Scholarship examinations, the Cheshire and the Derbyshire Scholarship examinations, and others, the experiment must be given up and French be taken as the first language, with German second.

" (ii) In the classical side it was thought that, as the boys had been taking French all up the school, when they came to the Sixth Form they should have German. This language was therefore introduced into the Sixth Form. But if the boys were to go to the University, it was practically essential for them to get one of the County Council Scholarships, and they would lose marks in the examinations for these scholarships if they gave up French, which they had learnt so many years, and substituted a language which was new to them. Consequently this experiment also had to be given up, although the boys concerned had a working knowledge of French quite sufficient for their needs, while a few years of German would have been of enormous value to them both in the University and afterwards. They would, after three years in the Sixth Form, have become as proficient in German as in French, and would have known these two languages for the rest of their lives."

Mr. Paton gave as a further instance the way in which the introduction of modern methods of teaching geometry in schools had been retarded by external examinations.

The evidence which is printed at the end of this report is full of statements of the same nature, and need not be repeated here. It goes to show that external examinations as at present

organised are amongst the causes which retard the introduction not only of experiments that might lead to improved conditions, but even of methods which have actually proved themselves as desirable.

II.—Premature Disintegration of Classes due to Multiplicity of External Examinations.

We have dealt above with the restrictive effect which an external examination tends to have upon school curricula, school methods, and school experiments. This restrictive effect is increased when not one but many such examinations are taken in any one school. But in addition such multiplicity has special evils of its own, of which the most important is that it leads to premature disintegration of the classes of the school. Steady Form-work is impossible when various pupils in the Form are constantly being withdrawn for instruction in the special subjects of their various examinations. The organisation of the classes is seriously disturbed, and the energies of the teacher, instead of being concentrated on one aspect of his subject, are dissipated by constant calls for special instruction. Some such disintegration of classes may be inevitable in what we may call "Sixth Forms," though even there much improvement would be possible if the various Universities and Professional bodies could come to a better agreement as to their requirements. But in the lower classes of the school the evil is due largely to the desire to obtain a varied assortment of certificates and examination successes, and is not based on any real practical necessity. At best it secures an *ad hoc* form of instruction for the candidates for examination at the expense of the neglect of other pupils, and so impoverishes the education of them all.

This evil is no new one. It existed before the days of the Schools Inquiry Commission of 1868, and is alluded to in their report. "When a school has to prepare boys for several "different examinations, an adaptation of the school course to "suit them all becomes impossible. One boy who is reading "for the Army has to be taught one set of subjects; another, "who is to be a medical student, has to be taught another. "It is easy, if the examinations are very stringent, to push this "divergence between the different studies required so far as to "make effective organisation of the school, as a place of general "education, impossible."* The increase in the number and variety of examinations since those words were written has increased the difficulty to which the Commissioners' Report refers, and has not been compensated for as yet by the attempts which have been made to get equivalent examinations recognized.

* Report of Schools Enquiry Commission, page 324.

It is not surprising that many headmasters are longing to banish the existing variety of external examinations from their schools so as to save their organisation.

III.—The Disregard of certain important Aspects of School Life by most of the existing External Examinations.

We have alluded above to the fact that there are certain subjects or aspects of subjects in the curricula of Secondary Schools which are often not tested by the usual external examination. But there are other ways in which these examinations fail to provide a complete test of a pupil's training at school. No doubt, such incompleteness is to some extent inherent in all examinations, and we wish to guard ourselves from appearing to criticise certain examinations for not doing what no examinations can be expected to do. We think, however, it may yet be helpful to state in what this incompleteness consists. In the next chapter we hope to be able to make suggestions for meeting it in some degree.

In the first place, we feel that the external examinations usually taken in secondary schools cannot be said to give more than an uncertain indication of the candidates' real mental powers. Some candidates are at their worst in examinations, and in any case when judgment is based on one examination effort, mistakes are sure to be made. These difficulties are common no doubt to most examinations if taken by themselves, and may often be unavoidable. But in the case of school examinations means are available by which these difficulties can be considerably diminished. We shall show later how by a closer co-operation between the examiners on the one hand, and the teachers and inspectors on the other, the certificates given could be made to give a much fairer and more accurate view of the whole of a pupil's mental equipment.

In the second place, most external examinations take no cognizance of the various activities of a pupil's life outside the class-room. This is no doubt a very difficult subject, and the recommendations we make hereafter will show that we have approached it with full realisation of the need for caution. It is well, however, to call attention to the facts of the case.

In few respects has more progress been shown in Secondary Schools of late years than in the interest taken in the social and corporate side of school life. Mr. Bruce pointed out that "one of the most interesting things in the development of "Secondary Schools, especially the new ones, in the last few "years had been the growing attention given to the develop- "ment of boys and girls in as all-round a way as possible. "Time and attention were given to them outside the class- "room, and encouragement given to take up intellectual pursuits "and hobbies of their own. All these things had become "of real importance, and were recognised to be amongst the

" most valuable parts of a child's education." Mr. Houghton laid stress on the fact that " a school was a social organisation, " not merely a place where certain subjects were taught, and " it should be tested from every point of view." Dr. Gray considered that " the ideal system of examination should have " regard to all the activities of a school . . . . In order to " appreciate fully the purpose of the school the examiner should " live in its atmosphere for a week or two."

Yet, important as is this side of school life, it lies almost wholly outside the existing examination system. A boy's character, his behaviour at school, his influence with his fellow pupils, his success as a prefect or monitor—these things matter as much as, or even more than, the other necessary part of school training, intellectual discipline. They are the things which should receive the most anxious thought on the part of his teachers, and which should weigh much with the Universities, or professional bodies, or employers, with whom his future work will lie. Yet there exists at present little or no systematic arrangement by which any record of these aspects of a boy's school career may be made available to those who should be interested in having it. The Army Leaving Certificate examination,* the Oxford and Cambridge School Certificate examinations, and the London University School examinations require attendance and good conduct at an inspected school as a preliminary condition to obtaining a certificate. But the number of candidates who compete for these certificates is relatively very small. In the case of the examinations taken by the majority of candidates no stipulations as to conduct or even attendance at school are made. That some examinations of this kind should be open to all candidates is perfectly reasonable, and no doubt the information supplied by the certificates granted upon them can be, and in fact are, supplemented by private communications between the Universities, professions and employers on the one hand, and the head teachers of the schools on the other. But the very existence of the regular " School Certificates " shows that there is some demand for a certificate which is founded on something more than one examination result.

The idea of connecting examinations with the school record, of course, is not a new one. We understand that already in some schools it is usual to keep some kind of record which recognises the many sides of the pupils' lives, and that many teachers would be glad to see the system developed. Mr. David, for instance, told us that at Clifton " he kept a record of each boy's school career by means of what " were termed ' character sheets.' He himself made abstracts " from the half-term and end-of-term reports. They were not " very formal. He thought that a plan of school records might " be worked out for general use in Secondary Schools. In an

* But *see* footnote, page 69.

" ideal system it would seem desirable that such a record " should count in the examination; but some headmasters saw " difficulties in the way of doing this, and until it had been " tried it was rather hard to say whether it would be practicable." Mr. Paton, in a memorandum which he drew up for us, suggested that "on leaving the school each pupil should " take with him a transcript of his school record. This " should be an exact and continuous record of his physical " development, his intellectual progress, his conduct reports " from term to term. It should also mention any service of a " public-spirited nature which he has rendered to the school, " any out-of-class pursuit or any hobby in which he has " achieved distinction, and any position which he has attained " in school athletics or other department of school life. It should " record any serious interruption of his attendance through " illness, and any special disciplinary treatment which may " have been necessary. The copy of this school record should be " before the examiners, and should be taken into account by " them when they were assessing the results of the examination " and awarding the passes and failures."

Dr. Forsyth told us that in his school "each pupil had a " report book, in which were entered in columns his marks for " class-work in each subject, the marks he obtained in the term " examination, and the signature of the teacher, and a space " was also left for special notes. At the bottom of each page " the Principal wrote, after conference with the teachers and an " inspection of the examination papers, some general remarks " on the pupil's progress. This latter was a very laborious " business in a large school. Each pupil's record was sent to " his home at the end of each term for signature by the parent. " It remained always available for inspection at the school."

Dr. Fry spoke at some length on the subject. "A school " record," he said, "would form a very useful part of an average " school-leaving examination; but it was necessary to dis- " tinguish between competitive and pass examinations. It " could hardly be used, for instance, in an examination for " University scholarships. The school record should show the " boy's position in class, and the subjects he covered, any prizes " he had won, every manifestation of brains he had given, and " whether he had been working on a continuous line up till the " point at which the inspector found him. The record might " be given in the form of a graph, and in the case of a sudden " drop the reasons might be given."

It is hardly necessary to add extracts from the evidence of other witnesses to the quotations already given. They are sufficient to show the importance of those aspects of school life which at present go unrecognised in the majority of external examinations, and also the anxiety shown by some of the best teachers to see some remedy provided for this deficiency. The

extent to which, and the manner in which, we think that the need should be met will be discussed later. It will be seen then that our recommendations do not go so far as the suggestions of some of our witnesses.

IV.—The Extent to which the Teacher is consulted in connection with External Examinations.

The account which we have already given of the manner in which the usual external examinations are conducted in Secondary Schools will have shown that in such examinations little attention is formally paid to the judgment of the teacher. In this lies one of the chief points of difference between the examination system as it operates in Secondary Schools and in Universities respectively. In the latter, though individual teachers are as a rule debarred from expressing any opinion on the work done in a University examination by their own pupils, it is the University teachers as a body who organise and conduct the examinations, and play a large part in the assignment of academic honours and recognition. But in the external examinations in English Secondary Schools, the judgment of the teachers has till lately been but scantily recognised. Care, however, must be taken in this connection not to overlook the informal communications which pass (*a*) between teachers in Secondary Schools and college tutors at the Universities; and (*b*) between Secondary School teachers and the examination delegacies and syndicates at the Universities. But, speaking generally, the theory of external examinations in English Secondary Schools is that the pupils should be subjected to a test so withdrawn from any possibility of interference on the teachers' part as to be beyond challenge, independent and impartial. The general acceptance of this theory may be traced to the historical conditions in which our present examination system took its rise. The torpor, and even the ignorance, of many of the teachers in Secondary Schools compelled the setting up of a system of examinations which would stimulate their activity and, where necessary, disclose their ineptitude. But these earlier conditions are now things of the past. Consequently there is a growing feeling that the judgment of the teachers should be more systematically taken into account in the conduct of external examinations in Secondary Schools. Recent developments of our examination system show this new drift in public and professional opinion. At the Universities of Oxford, Cambridge, and London, the examining authorities appear to be getting into closer relation with the teachers, and to afford opportunities to the teachers to make representations to those in charge of the examination system. A further and yet more valuable step has been taken by the Universities of Manchester, Liverpool, Leeds, and Sheffield, in admitting to the Northern Universities Joint Examination

Board representatives of the teachers in the Secondary Schools concerned.

We are of opinion that this tendency to pay greater regard to the judgment of the teachers in the conduct of examinations is desirable in itself, and is found to be justified by actual results. The teachers respond to the confidence which is reposed in them. As Dr. Fry remarked in his evidence: "An increase in "the responsibility of the teachers would improve the *morale* "of the profession. That the teachers were capable of being "trusted was shown by the experience of the Admiralty exami-"nation for cadets."

It has been suggested in some quarters that the teachers in Secondary Schools should themselves propose a number of questions out of which the external examiners should make a selection in preparing the papers. This is the method adopted in the *Abiturienten-examen* in the higher schools in the different States of the German Empire. To the advantages and disadvantages of this system we have given attention in the course of our inquiry. It is unnecessary for us to enter into any detailed examination of the history and actual working of the German system.* It will suffice to say that the German system depends in great measure upon a limitation of the number of schools authorised as centres for the *Abiturienten-examen*. Where the schools so authorised are comparatively few in number, it is practicable to adopt a system of examination which fits each school as closely as a glove fits the individual hand. In England, however, the conditions are different. We have nothing approaching to a State monopoly of secondary education. With us a very large number of schools send in candidates for each of the great examinations. On the whole, these conditions are favourable to variety of educational aim, though much more so in regard to the formation of character than to the acquisition of knowledge. But, whatever view be taken as to the educational merits and drawbacks of the English system, it will be agreed that the number and variety of competing Secondary Schools in England precludes us from adopting a method of examination which would be open to the suspicion of unfairness, and peculiarly liable to misuse on the part of unscrupulous competitors. We would add that, under present conditions in this country, grave objections might be made to a system by which teachers prepare the examination questions for their own pupils, one of the most important of these objections being that it puts the scrupulous teacher in a very awkward position in the interval between the setting of the questions and the examination.

It may be well to mention here that several of our witnesses, when discussing the position of the teacher in our examination

* Reference may be made on this point to a memorandum on "The Leaving Examination as conducted in the Secondary Schools of Prussia," contributed by Mr. M. E. Sadler to Vol. V. of the Report of the Royal Commission on Secondary Education, 1895.

system, referred to the Accrediting System which is being developed in some parts of the United States of America. Having had no direct evidence on the working of this system we are not prepared to report on it in any detail.* It represents of course the opposite extreme to the English plan, and, at least so far as the transfer of pupils from School to College and University is concerned, substitutes the recommendation of the teacher for an external examination test. It has already been noted in a previous chapter that a similar system has been adopted in a limited number of cases for appointments in the Army under the Army Council's new scheme, and no doubt there are other instances in which a similar device might be found advantageous. But while we think that our own system errs, largely for historical causes, on the side of an undue distrust of the teacher, we consider that there are many reasons which make the adoption of an Accrediting System on a general scale impracticable in this country. We are of opinion that what is needed is something between these two extremes. We shall suggest in the next chapter the limits within which we consider that the teacher's share in external examinations should be widened. We may so far anticipate those suggestions as to state here that in our opinion the teachers' share in external examinations should at least include the right to have their estimates of their pupils' abilities considered in all doubtful cases before the examination results are decided, and the power of making formal representations as to the suitability of the examination papers to the syllabuses of their schools.

V.—The Absence of any sound Criterion by which Schools may be judged by the Public. The injurious Effects of this.

We have already referred in a previous chapter to the lack of connection between inspection and examination in the majority of Secondary Schools. One result of this separation is that the public are deprived of any sound criterion by which they may judge of any individual school as a whole. It might appear at first sight that sufficient evidence as to the general efficiency of any school was provided by the Board of Education's List of efficient Secondary Schools. But for several reasons this List is an incomplete guide, even if it be assumed that its existence and its meaning is known to the general public, which we can hardly suppose to be the case.

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* For detailed accounts of the working of the Accrediting System in the United States, *see* pages 107–120 of "Impressions of American Education in 1908," Sara A. Burstall, M.A., Longmans, Green, & Co.; and Professor T. Gregory Foster's article in the reports of the Mosely Educational Commission to the United States of America, pages 117–119.

In the first place, it must be remembered that no schools are eligible to be put on the Board's List unless they fall within the category of schools as defined by Articles 1 and 2 of the Board's Regulations for Secondary Schools. Only those schools can comply with these articles which "offer to each of their "pupils a progressive course of general education . . . . "of a kind and amount suitable for pupils of an age-range at "least as wide as from 12 to 17," and in which "(i) an adequate "proportion of the pupils remain at least four years in the "school, and (ii) an adequate proportion of the pupils remain "in the school up to and beyond the age of 16." The Committee recognise the advantage and propriety of confining the term Secondary to schools within this category. But they cannot fail to be aware that there are many schools, such as those known as Preparatory Schools, in which the instruction is of a secondary nature, so far as it goes, but which are ineligible for inclusion in the Board's List because their pupils leave as a rule at too early an age. The Committee would suggest that the Board's List might be of greater use to the public if it allowed for the inclusion of a special category of Preparatory Secondary Schools which appeared by inspection to be efficient, and from which a reasonable number of pupils were transferred direct to Secondary Schools properly so-called.

In the second place it must be remembered that State inspection is not compulsory. The Board's List therefore only includes those Secondary Schools which, besides falling within the category of Secondary Schools as defined in the last paragraph, have voluntarily asked for inspection by the State, except, of course, in cases of Endowed Schools whose Schemes make such inspection necessary. Schools, for instance, which require neither the advertisement of inclusion in the List nor the grants of which such inclusion is the necessary condition, and which prefer to retain complete independence of State or local control, are under no obligation to apply for State Inspection. Some of these schools, of course, are of the very highest grade, and the fact that the names of such schools are omitted from the Board's List, makes it clear to the public that mere absence from the List is no proof of inefficiency. On the other hand, some schools are not included in the List because, though they have applied for inspection, the Board are not satisfied that they reach the necessary level of excellence. But as absence from the List may be due to such totally distinct causes, it does not in itself convey much information to the public.

Further, even the inclusion of a school's name in the List, and the consequent mention of this fact in the school prospectus, supply the public only with rather limited information. It assures a parent that the school has reached a certain standard fixed by the Board. But of the relative value of the different schools on the List it tells him nothing. Further, for all he knows, the school may be practically inefficient and already

threatened with removal from the List. The one thing which could be of use to him, namely, the last full-inspection report of the Board's Inspector on the school, is not as a rule available for him.

In default therefore of any official guide as to the merits of the possible Secondary School to which a parent would send his children, he has to seek such information as he can gather privately or from the school itself. It is open to him to visit or correspond with the school, to make inquiries from his friends, and possibly to observe the character of the pupils attending the school. But even if he has the opportunity of making such inquiries, he only arrives at a judgment which is largely a matter of opinion. The one definite thing to which he can look is the list of examination successes published in the school prospectus, and it is not surprising that he should be unduly influenced by it. But his enforced reliance on such guidance brings many evils in its train.

In the first place, the parent himself, as a rule, has no means of estimating the value of examination successes. To decide at all accurately upon their relative importance would baffle an expert, and is far beyond the powers of the ordinary parent. "Great importance," Mr. Phillips told us, "was "attached by parents to a school's list of examination results. "They considered that a school with 30 successes must be "better than one with only 10, although as a matter of fact the "latter result might really be much more creditable, because "the examination might have covered a much wider range of "subjects than those comprising the minimum. A 'Local' "certificate might represent really valuable knowledge, but "the public were not able to discriminate."

Mr. Stephens pointed out that "it was not easy for the "average parent to form an estimate of a school from its "examination results, particularly in view of the many ways "in which these might be published." "There was a danger "lest successes in examinations at this early stage (*i.e.*, at the "age of 14 or 15) might be misleading, and some parents had," he thought, "quite a mistaken conception of their value." These opinions of Inspectors were supported by Mr. Bruce, who said that "it was one of the unfortunate aspects of the "existing University examinations that it was very difficult "for the public to estimate what was meant by the various "passes and distinctions. It required a careful analysis of the "subjects taken and the combinations."

But the parent is not only misled by lists of examination successes when he is choosing a school for his children. He is apt to be seriously misled as to his children's attainments, and to arrange for their future on a very erroneous estimate of their abilities. As Mr. Paton pointed out, "the endorsement of a "certificate with the name of a University of national repute

"raises quite a false assumption of academic attainment."* Dr. Fry, speaking of the inefficiency of some of the middle-class schools, considered that "this condition of things was very "often fostered by the examinations, and by the supreme "ignorance of the British parent, who thought his boy "remarkably clever yet had not really the slightest idea of the "standard of what he had done. Successes in inferior exami-"nations often misled parents as to their children's ability, "those who passed junior examinations often proving to be "remarkably ignorant."

Mr. Acland made the following statement to the Committee in this connection: "I have known parents say to friends of "my own, and even to myself, that the achievement of their "boy, in the earlier years of his school course, in something "which I know to be a wholly inadequate test of the boy's "real value, has made them feel that they must change the "whole character of that boy's career, that they must save "money and alter all that they had intended in order to "enable this extraordinary young genius to have a fair chance. "I do not want to say more than that the supposed discovery "of genius arising out of one of these many distinctions "and honours is often absolutely illusory, and the unfortunate "parents are wholly misled; but it is part of the system."

If the absence of a sound criterion for judging the efficiency of a school as a whole tends to force parents to judge them by a test which is both partial and misleading, the same is to a large extent true of the pupils themselves. The average pupil, anyhow the average boy, requires a motive to work, and it is vital to his proper education that he should be supplied with a sound one. Such a motive cannot be supplied by a system which gives a false perspective to a boy's school life, offering him rewards and honours for examination successes, but passing by the real foundations and objects of his education. To quote once more the Report of the Schools' Inquiry Commission: "If boys at school are induced to view examinations "as the be-all and end-all of school life, it is probable that the "good which they do in stimulating study will be very dearly "purchased." Or, as Mr. Paton put it, "the boy who learns "for an examination is seldom educated in the true sense of "the term." He has a low ideal of school life put before him. He is encouraged to cultivate "an examination frame of mind," a thing which is incompatible with the true spirit of education.†

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* This danger was foreseen at the time of the establishment of the University Local Examinations; but it was deemed (we think justly) to be outweighed at the time by the advantage of utilising the influence of the Universities in raising the standard of instruction in the more backward Secondary Schools.

† The general effect of excessive or misdirected examinations on school life is well put in the following extract from the report of a French Inspector:—"J'ai souvent encore la sensation que notre école est triste,

Lastly, the stress laid on a false criterion of a school's efficiency puts dangerous temptation in the way of the teacher. He knows the mechanical test by which the public is likely to judge his worth, and in many cases he surrenders at discretion. This is not true, of course, of the best schools or of the best teachers. But it is unfortunately true in just those cases in which the need of a higher stimulus towards improvement is greatest. Even in the weaker schools, the teacher may know the better, but may be constrained by circumstances to follow the worse. His only choice may be to sacrifice either his ideals or his livelihood. In either case his usefulness as an educator will be impaired if his training degenerates into cramming, and if he lends himself to a system in which his class as a whole suffer in their general training while the chosen few are exploited for the reputation of their school.

VI.—The Difficulty of finding, under present Conditions, an accepted Standard for External Examinations in Secondary Schools.

The absence of co-operation between the various examining bodies has already been alluded to in Chapter II. We should like at this point to lay special emphasis on one of its unfortunate consequences.

It has already been noticed that it is a very difficult matter to equate the various external examinations taken in Secondary Schools. It is notorious amongst teachers that some of these examinations, even those which to the public appear to be of a similar character, are easier than others. The natural result is that the various bodies which accept these examinations as exempting successful candidates from their own admission

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Footnote continued.

" morne, monotone, sans mouvement, sans vie, sans le moindre rayon de " poésie. Trop fréquemment je la trouve froide, peu impressionante, peu " éducative, incapable de prendre l'enfant par tout le fond de son être, de " faire vibrer, si l'on peut dire, toutes les fibres de son âme. . . . On " rapporte presque tout à la préparation des examens, ce qui fait que " l'enseignement se rapétisse en prenant un caractère trop pratique, trop " utilitaire, et qu'on oublie ainsi le but essentiel de l'éducation qui ne doit " viser qu'aux choses du dedans, à l'âme, à sa formation, à sa culture." — M. Rayot, *Bulletin départemental de l'instruction primaire des Hautes Alpes*, 1905.

To this may be added the following: "Moreover, for reasons already " stated, the knowledge which is acquired for examinations operates less as " culture than that which is obtained under other circumstances. And when " the examination is a compulsory one, there is a servile and ignoble " influence breathing about it, since it acts not on the hopes, but on the " fears, and holds disgrace and degradation before the eyes of the candidate. " Such examinations may be necessary, but they never can be more than a " necessary evil; and that system would, indeed, be unworthy a great and " highly-civilised nation, whose machinery of education was all of this " structure."—Whewell, " *On the Principles of English University Education*," page 60.

examinations are compelled to compile intricate regulations dealing with the conditions under which the various examinations will be accepted. This question has already been dealt with in detail in the last chapter. Much has been done in the last few years to simplify these complications, but the fact remains that the position is still far from satisfactory. The levels of attainment reached by different pupils at any one age will of course always differ widely, and it is not supposed that one set of examination papers will be equally appropriate for them all. But there should be no insuperable difficulty in arriving at a standard which the average pupil should reach at a stated age, and taking this as the criterion by which alternative examinations should be gauged. To secure such a standard two things are essential. In the first place, close co-operation is required not only amongst the examining bodies, but also between them and the schools. Secondly, it must be understood that the standard is to be fixed on purely educational grounds. At the present moment the first condition cannot be fulfilled, as no machinery exists for co-ordinating the work of the various bodies and persons concerned. As regards the second condition, it may be assumed that the examining bodies endeavour to allow no considerations, other than educational ones, to weigh with their decisions as to passes and failures. The fact remains, however, that, though in many cases they are dealing with schools in practically the same category, their standards do differ. Whether this is the result simply of different estimates of the capabilities of the candidates or of other causes, we are not in a position to say. But much confusion arises from it, and it is difficult to see how any remedy can be found while the present isolation of examining bodies exists.

VII.—The Universities and Professions are to some Extent defeating their own ends by their Demands upon the Schools.

So long as the pupils of any one school are intending to enter upon different careers when they leave, it is almost inevitable that there should be some conflict between the interests of their general school education and those of the various Universities or professions to which they are proceeding. These latter bodies not unnaturally demand that candidates for admission should be qualified by previous training for the studies which they will subsequently have to pursue, and they usually apply this general principle by requiring a certain level of attainments in stated subjects, which of course differ with the different bodies. The school which is responsible for the early training of these candidates has, therefore, to provide special courses for pupils with different objects in view, and

has also to cater for pupils who are going straight into commerce or business and whose education therefore must be rounded off at school. The difficulty of organising a school as a place of general education under such circumstances has already been alluded to. The logical sequence and coherence of the curriculum is broken up, the time available for methodical instruction and mental training is reduced, specialisation is prematurely introduced, and the value of the finished product of the school is lowered. It has already been admitted that part of this difficulty is inevitable. It could, indeed, be met by organising special schools as special training grounds for separate professions. That, however, is a solution which is not only impracticable on a general scale but also, if widely adopted, very undesirable on many grounds. It only remains to be seen, therefore, whether the difficulty cannot be largely reduced. We think that much could be done in this direction, but only if there were a willingness to co-operate in discovering the best means of effecting it, and also to adopt some plan in which there should be a certain amount of give and take. The bodies which look to the schools for their material must be brought to realise not only the effect of their individual requirements, but also the effect of their combined demands. Further, they must be asked to appreciate the fact that the pupils in whose careers they are interested do not constitute the whole school, and that the remaining pupils, who are often in a large majority and who will enter a great variety of avocations after leaving school, must have their interests considered too. The influence of any one University or profession cannot legitimately claim to be the supreme influence in any school which has such conflicting interests to serve. On the other hand, while we fully admit the advantages of a good general education, we think that the schools cannot merely legislate for themselves and settle the complete course of their pupils' studies, without having some regard to the needs and views of the Universities and professions.

We shall suggest later a scheme by which the legitimate claims of pupils, schools, Universities and professions respectively may as far as possible be safeguarded. For the moment we may say that there are two general principles which we think should be observed. The first is that in the case of pupils of average ability, there should be little specialisation before the age of 16. In other words, the schools should be more or less supreme in deciding upon the pupils' course up to that age, providing them with a broad liberal education, though allowing, of course, as far as possible, for the development of any special aptitudes.* After that age the schools should be willing to work more directly in the direction desired by the Universities and

* The question of school curricula and their relation to examinations is discussed in greater detail in Chapter IV. *See* pages 111 and 116.

professions. But these latter bodies should be asked to confer together and with the schools, so as to reduce their interference with the normal school course to a minimum, and so as to arrive at a clear perception of what are the attainments and the qualities which it is really most to their advantage to demand of the students coming to them. The somewhat elastic system of division into "sides" which already exists in many schools points, we believe, to a simple method by which all that is really necessary in the way of opportunities for differentiated training can be provided.

We would add that though we consider that a good general education should be sufficient to secure admission to a University, we should also agree that it should not bind the University to admit students indiscriminately to all courses of study. Some differentiation based upon the subjects in which the students had shown reasonable proficiency might well be made when the time came to settle the course of their University studies. Yet even here considerable latitude should be allowed, and it should not be assumed that a student who wishes to follow some particular course of study must necessarily have shown any previous proficiency in it. To give an instance of what we mean, from a somewhat different sphere, we may note that medical students can be officially registered as such without any knowledge of science. The only obligatory subjects in the admission examination to the profession are Latin, English, and Mathematics. The responsible medical authorities, in fact, only ask for evidence of sufficient liberal training, mainly in the Arts. The whole of the necessary training in Natural Science can be begun, and often is begun, at a later age.

If the Universities and professions would agree as a whole to adopt this as their normal attitude to their candidates for admission, we believe that they would secure better and not worse material from the schools. They would find that schools which possessed freedom to develop within reasonable limits each in their own way, would produce for them the most capable and intelligent pupils, those who had really had the best education and whose whole faculties had been brought out in the most rational way. "It is of far more importance to have the "mind well disciplined than richly stored; strong rather than "full."

But the Universities and professions would not only gain by getting a less one-sided product from the schools. They, and the Government Service also, would clearly gain by the reform of a system which tends to drive boys and girls out of schools into cramming establishments. At present there comes a time when the competition for the rewards of examination is so fierce, and the necessary training is so specialised, that the schools are unable to prepare candidates successfully without surrendering all claim to be regarded as places of general education. The schools will disorganise

themselves to a considerable extent in their endeavour to retain pupils and do their best for them. But there is a breaking point, and where it is reached the pupil must go.

Of all the professions, that of the Civil Service has probably led to the greatest amount of "cramming" of pupils of Secondary School age, and may be taken as an instance in point. Whether rightly or wrongly, it has been asserted by the organisers of private tuition that there are great numbers of Government posts which no candidates, except those of extraordinary ability, can hope to obtain by examination direct from school. The matter is referred to in the evidence of Mr. Hammond, Secretary and Registrar of the Civil Service Commission, and Mr. Mair, the Chief Examiner. It is clear from their evidence that efforts have been made in recent years to suit the Civil Service Examinations to the curricula of Secondary Schools. But the Commissioners cannot control the keenness of the competition, the result of which has been to cause large numbers of their most successful candidates to leave school, give up their general education, and all the advantages of the corporate life at school, and spend a period of their youth in pure cramming. This is so even in those examinations in which the Commissioners have made special efforts to suit their tests to the curricula of the Secondary Schools. Thus Mr. Hammond told us that in "the competition for Junior "appointments in the Admiralty and certain other offices the "age of examination was 18 to 19½. The salary commenced at "100*l.* a year, and might rise to anything up to 1,200*l.* The "last three competitions for this grade had been analysed.

"In the last competition (held July 1909) there were 33 "successful out of 282 candidates. Of these 33, nine had been "to crammers and seven had prepared privately. Some had "been to France and Germany, languages being an important "part of the examination.

"In the competition of December 1908 there were 151 can- "didates, of whom 42 were successful. Of the latter, 26 had "been to crammers and three had prepared privately.

"In the examination of June 1906 (the first one held in this "class), 16 out of 40 candidates were successful. Nine of the "16 had been to crammers and three had prepared privately."

In a word, out of the 91 successful candidates in competitions specially devised to attract boys from Secondary Schools, no less than 57 had left school and gone to "crammers" or private preparation.

It may be added that it would appear that the need for special preparation is felt even more strongly amongst candidates for posts in the Second Division of the Civil Service. Some figures given in the Forty-Fifth Report of the Civil Service Commissioners, quoted as a foot-note to Mr. Hammond's evidence on page 135, show this very plainly. Out of 135 successful candidates who attended the competition for Second

Division Clerkships in September 1900, without having been in employment prior to the examination, only 34 came direct from school, while the remaining 101—three-fourths of the whole—attended "after special preparation."

It is no doubt true that most of those boys had received the bulk of their education at school, and had only been to "crammers" for a comparatively short period. It may also be true—we certainly have no reason to doubt it—that the Civil Service Commissioners secure on an average a high class of candidate. But we cannot believe either that they always get the best or that what they do get would not have been better if the last year at school had not been forfeited.

We have given the Civil Service as an instance merely because owing to its popularity it exemplifies on a very large scale the fact that examinations tend to defeat the very objects of those who conduct them. It cannot be to the advantage of any University or profession that the schools from which their applicants for admission come should be injured by the disorganisation which is due to many special classes. It is still less to their advantage that applicants should be taken from school altogether during the critical period of their training to undergo a course of simple cramming because their parents believe that this is the only road to success.

We should like to add here that we are quite aware that there is a good side to "cramming." At its best it stands for wonderfully efficient teaching, and demands on the part of the student a concentration of attention that may be a very useful experience for him. Six months of it for a boy who has had a long and possibly unstimulating course of teaching at school may prove a valuable mental tonic to him. But the teaching, though it may be very thorough, must from its very purpose be narrow when "the classes are arranged for specific examinations " and the curriculum confined to the examination require- " ments," as the prospectus of one of the largest of these establishments has it. Such teaching does not claim to be educative, nor does it supply the pupil with that all-round mental and moral training which is the special virtue of a good school. It is especially to be deplored when it removes from school influences pupils whose school career is in any case all too short.

It must be admitted that while it is easy to point out these difficulties it is by no means easy to find a remedy for them. We can think, for instance, of no scheme for the selection of candidates for State appointments, which the public would accept, which does not include some form of competitive examination. Further, it seems probable that the keenness of the competition will tend rather to increase than diminish in the future. While admitting these difficulties, however, we believe that they could be considerably reduced. The matter is referred to again in Chapter V. (*See* page 139.)

VIII.—The Question of the Physical and Mental Overstrain caused by Examinations.

Many of our witnesses laid stress on the physical and mental overstrain caused by examinations. Collections of observations on this subject do not, however, appear as yet to have been made. The evidence before us related mainly to girls, and among them to cases where the examinations were competitive and of frequent occurrence. Complaints, no doubt, are sometimes heard of the injury done to boys who are entered for competitive examinations involving anxiety as to their whole future career, and the case of the boy whose brain is worked out before he enters upon the real business of life is not unknown. But probably the average boy has a greater power of resistance to pressure than the average girl. Johnson long ago remarked that a boy cannot be taught faster than he will learn.

Our witnesses told us that they believed girls to be at once more ambitious and conscientious, working harder than boys, and indeed working harder than they need; that they react more quickly to the stimulation of their surroundings; and, further, that they are naturally less fitted to stand mental or nervous strain. Of the results of recurrent competitive examinations on girls, we had some evidence drawn from personal observation. Mrs. Scharlieb, M.D., stated that "as "the result of her experience of a great many girls of school "age and a little over, and of young married women, she was "of opinion that examinations as at present conducted were very "bad for girls . . . . The strain was increased directly a "competitive element entered into the examination. In the case "of scholarship examinations, for instance, the girls were very "apt to overwork themselves. They became nervous and did "not take sufficient rest, allowing their work to run into time "that should be devoted to sleep. They could not be induced "to put away their books at night. After working all day at "lessons, homework was continued until 10 or 11 o'clock, and "on top of that some girls took their books to bed with them "so as to be able to study directly they woke in the morning. "It was perfectly impossible for girls to be well under such "circumstances . . . . Most of the girls she saw were day "scholars, or else girls at boarding schools brought to her "during the holidays. She found a great many of them "suffering from considerable mental and nervous trouble. In "excessively bad cases (such as that of a girl coming from a "neurotic stock) the effect of the stress of school life was very "clearly marked; but it was found also in a lesser degree in "girls of a different type. There were a sufficient number of "such cases to make it certain that the present examination "system was a serious danger to the physical well-being of young "girls. Putting aside the naturally neurotic girls, there were

" many perfectly sound in bodily health who were yet injured " by the strain. The neurotic ones, of course, suffered first and " most, but the others also suffered. Of course, it was not " possible at present to estimate the proportion of girls who " suffered from overwork at school; but in a few years, under " medical inspection, evidence upon this point might well be " available. . . . . A great part of the mischief was " caused by the constant recurrence of examinations. It was " not so much the work itself, but the constant preparation for " examination. . . . . The removal between the ages of " 14 or 15 and 18 of this constant preparation for examinations " would result in a much stronger race of women. The " results of the strain not only interrupted and damaged the " school career of these girls, but also injured them afterwards. " They remained more nervous than they would have been, " and, therefore, did not get on so well as young married " women. The only cure for the present state of affairs in " the case of a large number of girls living at home was " to abolish these examinations altogether, as in many of " the homes the mothers were unable to control the amount " of work done by their daughters. The girls said the work " was necessary, and the mothers were helpless. It was different " in a boarding school, where the girls were thoroughly well " looked after by a mistress who understood—and *they* did not " all understand. The education of girls was not in itself " wrong, but the conditions under which it was given were " wrong. It would be a very great reform to substitute for " the present system of examinations one qualifying leaving " examination at the end of school life, with possibly one other " examination at about the middle. But these examinations " should not be competitive."

Miss Cock, M.D., told us " she had seen definite cases of girls " being injured by preparation for examinations, not having " learnt to manage themselves and not having received the " assistance toward restraint that they should have had. . . . . " The way in which competitive examinations harmed young " girls was by preventing their proper sleeping and eating, and " by making them excitable and nervous. Sleep was generally " (but not always) the first thing to suffer, and the work was " injured enormously by that. . . . . The excessive strain " and the anxious state of mind of the examination week itself, " especially in the case of girls who continued to cram all " through that time, was an important factor in the question."

Further, Miss Cock informed us that she saw no harm in the ordinary routine examinations of a school if properly conducted, and, in fact, considered that girls who had been trained to take such examinations quietly were less injured by competitive examinations later. She also considered that the overstrain of examinations " as a rule only affected those girls who had to earn " their own living, *i.e.*, whose future depended on their success

" in the examinations. The majority of the girls were not " affected at all."

Mr. Houghton, late Inspector of Higher Education in the West Riding of Yorkshire, speaking of competitive examinations, informed us that " in the case of girls the overstrain was " sometimes very serious."

Miss Burstall, Headmistress of the Manchester High School for Girls, told us that " there are occasional sad cases of girls going " to college so worn out by the cramming they have gone through " that they do no good when they get there. Even junior " scholars are very often tired when they enter school at 11 or " 12 years of age, and need a year's rest. This is not the fault " of the Elementary School, because the same thing is noticed " in regard to girls coming from private schools; while even " in the case of certain Foundation Scholarships, competed for " within this school, girls become 'stale' owing to their being " crammed at home. It is the ambition to get the scholarship " that causes them to exert themselves beyond their powers. " These girls usually recover, with care, after about a year."

Miss Gadesden said that " anyone who had been through " college was bound to have seen the bad results of overstrain " upon certain temperaments." Miss Cock, in speaking of girls working at school for scholarships, stated that " when " they at last got their scholarships, college life was less " useful to them than it should have been. . . . . " Those who did not actually break down frequently suffered " from loss of freshness and interest in their work."

This evidence must clearly be allowed due weight. But we are not prepared to regard it as conclusive. An important piece of evidence on the other side was laid before us in the form of Mrs. Henry Sidgwick's " Health Statistics of Women Students of Cambridge and Oxford."* These Statistics furnish " authentic and detailed information as to observed facts " in connection with the effect of a University course of study on the health of women, and contain a great deal of very valuable information about the earlier scholastic careers of such students. In all cases the health of the students under consideration is compared when possible, with that of the sisters nearest to them in age who did not go to the University. One of the results of the inquiry was to show that " throughout life " [*i.e.*, from three years of age upwards] the students in the " aggregate maintain a higher standard of health than their " sisters." Further, " this superiority appears before going to " College, and therefore before College can have had any effect." After making every allowance for possible errors in the figures on which the conclusions were based, Mrs. Sidgwick herself concluded that " the superiority of the students' health over

* " Health Statistics of Women Students of Cambridge and Oxford, and of their sisters." Mrs. H. Sidgwick; Cambridge University Press, 1890.

" that of the sisters is real." It is pointed out that there are two possible explanations of this. Either the desire to go to College is the natural result of a higher average of physical vigour, or it may be that the more healthy members of a family are, on the average, expected to obtain remunerative work and accordingly prepare themselves for it, which the others do not. Still, even if it is admitted that the students as a whole are drawn from the more vigorous members of the various families, there appears to be little evidence in the figures that their studies injure them in any special way. The most that can be said is that there is " a temporary falling off during College life " of about 5 per cent. in good health compared with either " health at entering, or present health." Perhaps the most interesting table in the book for our present purpose is Table xvii, which gives the number of examinations taken by students before going to College and by sisters. The following is an abridged form of this Table, omitting all details as to the various categories of students :—

No. of Examinations taken.	Students.	Sisters.
None	107	284
1	169	93
2	134	42
3	92	17
4	32	7
5	22	1
6	4	0
7	3	0
8	1	0
Unstated	2	6
	566	450

From the list of examinations included in this table, it is clear that they would have been taken, as a rule, by candidates between 14 and 18 years of age. Yet during these years the students' health was appreciably higher than that of their sisters, as shown by the following figures taken from Table iii :—

State of Health from 14 *to* 18 *Years of Age.*

	Excellent or Good.	Fair.	Poor, Bad, or Dead.
	Per cent.	Per cent.	Per cent.
Students - -	61·97	27·14	10·89
Sisters -	56·34	26·95	16·71

It may be pointed out that, for various reasons, Mrs. Sidgwick's evidence is not, perhaps, strictly comparable with that of our own witnesses. But her inquiry is clearly a very serious contribution to the subject and her conclusions carry great weight.

After a due consideration of the question we feel that we can only say that the question of overstrain due to examination needs precise investigation under existing conditions. The medical knowledge of school children which is now being gradually accumulated will help in this direction. But it must be remembered that the evidence of medical advisers such as those who appeared before us, accurate as no doubt it is, comes from persons whose opportunities for forming a judgment consist rather of observing cases where breakdown has actually occurred, than of studying whole classes of girls. Further, such breakdowns may be due to a variety of physical causes. They are sometimes the result of a pathological state due to some organism with which the child has been infected and the presence of which has not been recognised, such as the tubercle bacillus or the organism of rheumatic fever. Or breakdowns may be due to unobserved defects of physical structure, or to defects which might have been presumed had a sufficient family history been known. Such breakdowns might have been brought out by quite different circumstances, and even when apparently caused by mental strain at school may be due to the fact that in addition to school work and examinations girls often have serious home duties to perform, and sometimes are anxious or tired owing to "public service" duties at school. Again, it is often not so much the mental labour caused by examinations that is harmful, as the anxiety with which girls face an ordeal upon which their career may depend. The training of Elementary School teachers may be cited as an example of this complicated pressure of anxieties, intensified in their case by the fact that their time for preparation is limited. Yet when every allowance is made, and even if it is admitted that the pressure of examinations must be taken to be not very different from that of the other anxieties of life, there remain a certain number of individual cases of breakdown among girls, especially amongst those who are going to be teachers, directly brought about by multiplicity of examinations. In view of the course of physical development in girls, the incidence and pressure of such work upon them should be very carefully considered.

We are confident that much of the existing examination pressure can be removed both from boys and girls, anyhow in their earlier years. We shall make recommendations to this effect later on. We feel bound, however, to admit that we do not see how educational reform alone is going to cover the whole problem. In many cases what we call the pressure of examinations is really the pressure of social and economic

causes—causes which impose on young people a sacrifice of energy, immediate enjoyment, and even health. We can do something possibly to conduct our examinations on more intelligent lines and to make the preparation for them more interesting and instructive. But it lies outside the province of the examiner to remove the pressure of economic rivalry that gives its sting to the competitive examination.

IX.—Failure of the Examination System to keep abreast of the recent Developments in the best Secondary Schools.

It may be convenient here to state explicitly what is implied in much of the earlier part of this chapter, namely, that the examination system in this country has hardly kept pace with recent developments in the best Secondary Schools. This statement is not inconsistent with our belief that in many cases the examination system has compelled schools to adjust themselves to it, and has therefore tended to retard and impede the introduction and adoption of newer methods. As has already been noted, many influences have been at work in recent years which have tended towards the improvement and development of Secondary Schools, influences too powerful to be wholly counteracted by the shackles of external examinations. In saying this we would wish to guard ourselves from appearing to imply that it has been solely due to the way in which the external examinations have been conducted that they have fallen behind the times. We have no doubt given instances to show why we believe that in some cases particular external examinations have had a retarding influence on Secondary Schools. But what we are now thinking of is rather the anachronism of any system of examinations which fails to come into line with the new forces at work in Secondary Schools.

Many of these new forces were admirably set out by Mr. Bruce in his evidence, and may conveniently be summarized here. In the first place, the number of pupils in State-aided Secondary Schools has increased enormously in recent years, the number on whose account grants have been paid having trebled even in the last seven years. This has greatly increased the actual bulk of the examination work and with it the tendency on the part of the examining authorities to seek relief from over pressure by uniformity, and the temptation to resort to mechanical methods. Secondly, there has been a great widening of the curriculum; in many schools more subjects have been added, and in many, even where certain subjects were not new, they have assumed a much more important position in the curriculum. Thirdly, the methods of instruction have altered considerably, and have become in many cases more practical. Fourthly, there has been a growing movement in favour of elasticity in the curriculum

and of the power to try experiments in the curriculum and in the methods. Thus, even on the academic side of school life alone, the increase in the number of pupils and the increased width, depth, and elasticity of the curriculum, has made the conduct of examinations much more difficult and much more expensive. Further, increased attention has been given to the non-academic side of school life, and rendered the test of paper examinations alone increasingly unsatisfactory. The necessities of the times have begun to call for more appropriate methods both of judging the value of the whole work of the school, of conveying this judgment to the public, and of giving assistance in further improvements. Means must also be devised whereby greater freedom is secured to the schools, and whereby the utmost educational use is made of the time during which pupils remain at school. We do not believe that these necessary improvements can be made so long as the existing system of external examinations remains as it is, and to that extent we believe that the system has failed, and if unaltered must continue to fail, to keep abreast with developments in the organisation and expansion of Secondary Schools.

We cannot close this chapter, however, without adding that we are well aware that it is one thing to point out blemishes, and another to find a remedy for them. We realize fully that the problem before us bristles with difficulties, and we make no claim to have found a solution to all of them. The most we hope to do is to point out the principles on which we think that future action should be based, leaving it to the concerted action of others gradually to work out the details of a practical scheme.

Chapter IV.

The Better Regulation of External Examinations the Basis of the Necessary Reform of Examinations in Secondary Schools.

A consideration of the facts and criticisms which have been given in the previous chapters of this report has led us to the conclusion that some reform of the existing system of external examinations* in Secondary Schools is urgently needed. We regard this, in fact, as the central point of the problem which has been referred to us by the Board of Education. We shall endeavour, therefore, in the present chapter to lay down the general principles on which we consider that these external examinations should in future be conducted.

Before doing this it will be convenient if we summarise what we believe to be the more important effects of examinations (1) on the pupil, (2) on the teacher.

(1) The good effects of examinations on the pupil are (*a*) that they make him work up to time by requiring him to reach a stated degree of knowledge by a fixed date; (*b*) that they incite him to get his knowledge into reproducible form and to lessen the risk of vagueness; (*c*) that they make him work at parts of a study which, though important, may be uninteresting or repugnant to him personally; (*d*) that they train the power of getting up a subject for a definite purpose, even though it may not appear necessary to remember it afterwards—a training which is useful for parts of the professional duty of the lawyer, the administrator, the journalist, and the man of business; (*e*) that in some cases they encourage a certain steadiness of work over a long period of time; and (*f*) that they enable the pupil to measure his real attainment (i) by the standard required by outside examiners, (ii) by comparison with the attainments of his fellow pupils, and (iii) by comparison with the attainments of his contemporaries in other schools.

On the other hand, examinations may have a bad effect upon the pupil's mind (*a*) by setting a premium on the power of merely reproducing other people's ideas and other people's methods of presentment, thus diverting energy from the creative process; (*b*) by rewarding evanescent forms of knowledge; (*c*) by favouring a somewhat passive type of mind; (*d*) by giving an undue advantage to those who, in answering questions on paper, can cleverly make the best use of, perhaps, slender attainments; (*e*) by inducing the pupil, in his prepara-

* The term "external examinations" is perhaps somewhat ambiguous. We think our meaning will be clear if we state that unless the context requires a wider interpretation of the expression, we use it in reference to examinations such as the "Locals" which, though used for other purposes, are primarily educational in their aim.

tion for an examination, to aim rather at absorbing information imparted to him by the teacher than at forming an independent judgment upon the subjects in which he receives instruction; and (*f*) by stimulating a competitive (and, at its worst, a mercenary) spirit in the acquisition of knowledge.

(2) The good effects of well-conducted examinations upon the teacher are (*a*) that they induce him to treat his subject thoroughly; (*b*) that they make him so arrange his lessons as to cover with intellectual thoroughness a prescribed course of study within appointed limits of time; (*c*) that they impel him to pay attention not only to his best pupils, but also to the backward and the slower amongst those who are being prepared for the examination; and (*d*) that they make him acquainted with the standard which other teachers and their pupils are able to reach in the same subject in other places of education. On the other hand, the effects of examinations on the teacher are bad (*a*) in so far as they constrain him to watch the examiner's foibles and to note his idiosyncrasies (or the tradition of the examination) in order that he may arm his pupils with the kind of knowledge required for dealing successfully with the questions that will probably be put to them; (*b*) in so far as they limit the freedom of the teacher in choosing the way in which he shall treat his subject; (*c*) in so far as they encourage him to take upon himself work which had better be left to the largely unaided efforts of his pupils, causing him to impart information to them in too digested a form or to select for them groups of facts or aspects of the subject which each pupil should properly be left to collect or envisage for himself; (*d*) in so far as they predispose the teacher to over-value among his pupils that type of mental development which secures success in examinations; (*e*) in so far as they make it the teacher's interest to excel in the purely examinable side of his professional work and divert his attention from those parts of education which cannot be tested by the process of examination.

It will be seen that the dangers of examinations, and especially of external examinations, are considerable in their possible effects both on pupil and on teacher. We have no hesitation, however, in stating our conviction that external examinations are not only necessary but desirable in Secondary Schools. But we are equally convinced that if the admitted advantages of external examinations are to be secured and the dangers of them minimised, such examinations should be subjected to most stringent regulations as to their number, the age at which they are taken, and their general character.

The fundamental principles which we think must underlie any improved system are as follows:—

(i) Examinations which are conducted by external examining bodies and of which the primary object is an educational one, should be brought into intimate connection with inspection, the existing system of

inspection being modified and developed so as to meet the new needs.

(ii) The existing multiplicity of external examinations (including those of Universities, and professional and other bodies), the claims of which at present so frequently interfere with the best work of the schools, should be reduced by concerted action.

(iii) All external examinations should be so conducted as to assist and emphasise the principle that every Secondary School should provide, for pupils up to an average age of 16, a sound basis of liberal education, which, though not necessarily of the same type in all schools, would serve as a foundation upon which varieties of further education could be based.

Before proceeding to show how we consider that these principles should be put into practice, we must so far anticipate the recommendations which we shall make in the next chapter as to state that we have come to the conclusion that in future the final responsibility for the number and character of external examinations in Secondary Schools on the Board of Education's List of Efficient Schools should lie with the Board. In the exercise of this responsibility we think that the Board should confer with the bodies which now conduct external examinations in Secondary Schools, with a view to ascertaining to what extent they would be willing or able to adapt their existing methods so as to embody the main principles which are laid down in this report. The Committee would add that they consider that there should be a central body responsible for the administration of the system, and that this central body should take the form of a central council constituted specially for the purpose with the approval of the Board of Education and working in co-operation with it. A fuller discussion of the whole question of machinery will be found, as already stated, in the next chapter. But in order to make possible a clearer understanding of the points now under discussion, it seemed necessary to state at once that we intend to recommend some unification of the existing examinations, and that when in this chapter we use the term "examining authority" we are referring to such examining body or bodies as may be eventually recognised as forming a constituent part or parts of the new scheme.

Returning now to the three main principles enumerated above, we come first to the connection between examination and inspection. We have seen in a previous chapter that the two functions are to a great extent conducted by different bodies, examination being conducted mainly by separate examining bodies, and inspection being conducted mainly by the Board of Education. So far as this means that both inspection and examination are at present conducted by persons who are constantly employed in such work, the system, no doubt, is a sound one. Both inspection and examination are functions which

can only be performed efficiently by persons who have considerable experience of them. Where the present system appears to us to fail is that the labours of inspectors and examiners are too independent of each other. We think that the first step towards the improvement of external examinations is to bring inspection and examination into organic and intimate connection. The details of any scheme for securing this connection must be left for future discussion between the Board of Education and the examining authority. We would suggest, however, that it would be necessary to group the inspectorate in such a way that each district contained inspectors who were not only thoroughly conversant with the needs of their schools, but were also competent to conduct expert inspection and practical and oral examination in the various subjects of the school curricula. It may be assumed that the main part of this inspectorate would consist of the Board's inspectors, whose numbers would have to be strengthened for the purpose. But it could also be reinforced by experienced members of other approved bodies of inspectors where such exist or come into being. This inspectorate would, of course, co-operate with the examining authority; but something more than mere co-operation between inspectors and examiners is needed. It is not sufficient, for instance, that the examiners should see the inspectors' reports on the general working of the school, or that the inspectors should be shown the examiners' reports on the examination. We think that inspection should form an integral part of the examination itself, and that the two functions of inspection and examination should, in a certain number of cases, be combined in the same person, and co-ordinated by one authority. Such persons, whom, for want of a better word, we may call interview-examiners, would not be only examiners or only inspectors. They would in fact resemble the chief examiners now selected by the Board of Education from their inspectorate for the conduct of the Board's own examinations. As to their personnel, they would either be inspectors who were accepted by the examining authority to assist them in conducting certain parts of their examinations, or experienced members of the staff of the examining authority who, on account of their practical experience in the duties of inspection, were accepted by the Board to assist them in conducting part of their inspections. The actual details as to personnel could, of course, only be settled when the constitution, &c., of the examining authority was settled. The main thing is that the appointment or selection of some such officers should be agreed upon. We attach very great importance to this point, as we believe that it is only by these means that that organic combination of inspection and examination can be secured which, in our opinion, lies at the root of the general improvement of external examinations on educational lines which we are so desirous of promoting.

We come now to consider (i) how the multiplicity and variety of external examinations in Secondary Schools may be reduced;

(ii) what should be the character of such external examinations as can be approved under a reformed system; and (iii) at what age such examinations should be taken. It will be convenient to take these three points more or less together.

As general guiding principles in the consideration of these three points, we make the following recommendations. We will first state them briefly, and subsequently explain their object and discuss any difficulties which appear to arise from them :—

(i) The first external examination to be taken normally by a pupil in a Secondary School, save for what may be found necessary in the form of admission or scholarship examinations, should be one which would be a suitable test of the general attainments of an average pupil of 16 years of age.

(ii) This examination should be of such a kind that success in it may be regarded as a guarantee of a good general education in a Secondary School. It should not be simply a guarantee of a certain amount of mental attainment. What seems to be wanted is something which recognises the whole body of the school's work and of the pupil's energies. The examination, therefore, must not only be specially devised to meet the whole of the needs of the schools. It must also be confined to such pupils as can reasonably claim to have had a Secondary School education. To make good such a claim we think that pupils should comply with two conditions. They should in general have reached the class in which the average age of the pupils is 16, and they should have been in attendance for at least three years in one or more approved Secondary Schools after the age of 12. We would suggest that the examination should be called the Examination for the Secondary School Certificate,* so that its name may convey a perfectly clear idea to the public of what it really is.

(iii) This examination should be, in a sense, quite distinct from any of the external examinations now conducted in Secondary Schools. It need not, however, be an entirely new examination conducted by entirely new examining bodies. It must remain a matter for future conference whether any of these bodies would adapt any of their existing examinations and bring them into line with the new principles we recommend, retaining their independent organisations but admit-

* The Committee do not wish to commit themselves or the Board of Education to any fixed nomenclature for the examinations which they recommend; but for purposes of convenience they have had to adopt some terminology that would avoid confusion. They would, however, strongly deprecate the use of the term "School Leaving Certificate," as such a term is very liable to lead to misunderstanding, especially when applied to an examination of pupils of only 16 years of age.

ting the combination of inspection and agreeing to co-ordinate their standard by means of some central council. This is largely a matter of machinery, which we shall discuss in the next chapter. For the moment it is sufficient to make it clear that we recommend that the existing variety of external examinations should be replaced by what we have termed the "Secondary School Certificate Examination," but that we use this term to mean either one examination, by whomsoever conducted, or several examinations which, though conducted by different bodies, are of the same character and standard, are guaranteed to be so by some approved central council, and are generally accepted as genuine equivalents.

(iv) The only other external examination to be taken by the ordinary pupil in a Secondary School (subject to such exceptions as will be referred to later on), should be one which would be suitable to the attainments of pupils of an average age of 18 or 19.

We will now endeavour to explain these recommendations rather more fully, and also to deal with the difficulties that arise out of them.

It is, of course, obvious that to forbid any external examinations to be taken in Secondary Schools by pupils who have not reached an average age of 16, and who have not been in attendance at one or more approved schools for three years, raises several serious difficulties. It appears that many, if not most, of the pupils in the Secondary Schools on the Board's List of Efficient Secondary Schools, leave school before they are 16 years old, and that even of those who remain till 16 many have not been at a Secondary School for three years.

To forbid these pupils to take any external examination would debar them from obtaining a certificate which would be of use to them in obtaining admission to their future studies or career. Further, in the case of schools where the leaving age was low, and where in consequence a very small percentage of the pupils would stay long enough to take an external examination, it would be impossible to apply this very necessary test of efficiency. We must now examine these difficulties, and see to what extent they are genuine and require to be met.

Official figures showing the ages at which boys and girls leave Secondary Schools are given in Table 47 of the Board of Education's Statistics for 1908–9,* and relate to pupils who left Secondary Schools on the grant list during the year ending July 31st, 1909. Taking the case of those pupils only who remain at school till 12 years of age and over, we find that of such pupils the average leaving age in England was

* Since this paragraph was adopted by the Committee, the Board's Statistics for 1909–10 have been published. The percentages given in these later statistics do not vary appreciably from those of the previous year which are quoted above.

15 years 5 months for boys and 15 years 11 months for girls. Further, out of the pupils who remained at school after reaching the age of 12, 62·5 of the boys and 45·4 per cent. of the girls left schools in England before they became 16 years of age

As regards the average duration of school life after 12 years of age, that of boys and girls in England is 2 years 7 months. No less than 69 per cent. of the boys and 70·4 per cent. of the girls in grant-earning English Secondary Schools had a school life of not more than 3 years, after 12 years of age.* It may be added that these figures refer only to pupils other than pupil teachers.

We quite appreciate the caution which accompanies Table 47 in the Board's Statistics, and are anxious not to make unfair or unjustifiable use of the above figures. It seems perfectly clear, however, that though the figures for individual schools or types of schools might differ considerably from the averaged totals, the number of boys and girls who leave school before they become 16 is very large. In the case of boys in grant-earning schools, it appears to be more than half the whole number who remain at school after they are 12 years old. In the case of girls, it is slightly under half. Further, it is clear that a large majority, in fact more than two thirds of the whole, of the pupils in grant-earning schools in England have a Secondary School life of less than three years' duration after reaching the age of 12.

When, therefore, we recommend that the first external examination that shall be allowed in recognised efficient schools shall be confined to pupils of an average age of 16 who have been not less than three years in one or more efficient Secondary Schools, we are quite aware that we are making a recommendation which would at present exclude large numbers of Secondary School pupils altogether from its influence, and that large numbers of pupils would leave school without obtaining the School Certificate that would be based on this examination. We believe, all the same, that our recommendation is a proper one, and that for several reasons. There is practically no profession or University which demands that its entrance examination shall be passed when the candidate is below 16 years of age. No injury, therefore, is done, as a rule, to candidates for such careers by forbidding them to take external examinations at an earlier date.

There might be cases, however, in which the new regulation might cause hardship. Many pupils leave school at about 15 to go into industrial or commercial careers. There may be no entrance examination to such careers, but employers may ask, and are beginning increasingly to ask, for some certificate as evidence of general school attainments. Further, even when

* In the case of a pupil who attended more than one Secondary School, the period spent in the last school only has been taken into account in the table from which the above figures are taken.

such certificate is not to be used for practical purposes, the possession of it causes a not unnatural gratification both to pupils and their parents, and the hope of securing it is a helpful, and, in reason, a proper, stimulus to work during school life. We think, therefore, that while the shorter a pupil's time at school the greater the need for securing that time from interruption, some arrangement should be devised whereby these younger pupils may be provided with a certificate which will serve as evidence of that amount of education which they have received and be of service to them in securing employment. We are prepared to recommend, therefore, that a certificate which might be known as the Secondary School Testamur* might be issued to those pupils who are not able to remain at school long enough to obtain the Secondary School Certificate. In order that this Testamur may cause the least possible interruption of school work, it should be based on (*a*) success in the usual internal school examinations, (*b*) the school record.† No special examination of any sort would be required. In order, however, that the Testamur might have the value which attaches to the certificate of a standardised examination, it should be countersigned by the Board of Education, acting through their Inspectors. This examination is dealt with in greater detail on page 150. It is sufficient to add here that great care should be taken to keep the Secondary School Testamur clearly distinguished both in name and value from the Secondary School Certificate.

If this Testamur were provided, the fact that the age and attendance conditions which we recommend for the Secondary School Certificate Examination are such that at present they would exclude many pupils from its benefits, would be, in our opinion, by no means wholly a disadvantage. We believe that the result would be to secure a far more effective attendance at school, and to impress upon the public the real meaning of secondary education, and the need for much more continuous study on secondary lines. We believe that there is a tendency already towards the lengthening of school life, and that our suggestions would give a stimulus in the same direction. At the same time we believe that even the pupils who continued to leave school before 16, though they would not earn a large array of certificates as at present, would spend their short time at school much more profitably, as they would devote the whole of it to education without the disturbing influence of external examinations.

It must, of course, be a matter for the Board of Education to decide whether they consider the time is ripe for a move of this sort, and, if not, what modification, temporary or otherwise, in our age conditions they think necessary. Our plan is based

* *See* footnote on page 106.

† As to the sense in which this term is used, *see* page 118.

admittedly on a state of progress which has hardly been achieved at the present moment. But there seem to be indications that advance will be fairly rapid in the near future, and if any reform of the examination system is to be undertaken, we feel that it should be based not so much on the existing level of Secondary School conditions as on that to which the schools may reasonably be expected to rise. Indeed, a reformed examination system which assumes an advance in the efficiency of Secondary Schools will be one of the most powerful levers in securing that advance.

There is a further hardship which might be caused by the Secondary School Certificate Examination, which it may be convenient to dispose of here. It may be supposed that if our recommendations were adopted, the Secondary School Certificate would gradually earn a reputation which would make it the most readily accepted passport to most future careers. But it is certain that, having regard to the present organisation of secondary education, the children of workpeople and others, however promising, are, through economic conditions, in constant danger of having their secondary education cut short. If the Secondary School Certificate were, in the main, confined to certain categories of pupils in recognised efficient Secondary Schools the careers of many capable children might be prejudiced as the direct result of the precedence given to that Certificate. This is a genuine objection, and it must be met. We think that the adoption of the following recommendations would provide the necessary safeguards. In the first place we think that Local Education Authorities should increase their provision of bursaries to assist promising pupils over difficult periods. They should also make arrangements to allow Free Place and Scholarship holders in Secondary Schools, whose parents are forced to move to other parts of the country, equal opportunities of attending recognised Secondary Schools by the transference of such Free Place or Scholarship. Secondly, we would propose that candidates from types of Secondary Schools not at present recognised as Secondary by the Board of Education should be eligible to receive the Secondary School Certificate if they complied in other respects with the regulations of the examination. Thirdly, we would recommend that candidates who, even so, could not make themselves eligible to compete for the Secondary School Certificate, in its complete form, but who, after attending other schools or classes, or after private study, had attained the standard of the examination, should be admitted to the examination as external candidates. The certificate, however, given to successful candidates of this type should be clearly distinguishable from that awarded after an approved course of education in a Secondary School, though arrangements should be made to endorse on such certificates a record of any attendance at schools or classes which the candidate had been able to make. We are not prepared to

recommend a title for such certificate, but amongst other titles the following have been suggested, namely, the Secondary Education Certificate, the Secondary Subjects Certificate, and the Certificate of Further Education. Lastly, we would recommend that Professional bodies, Universities, Local Authorities, and others, should accept this latter certificate as an alternative qualification in the case of applicants for appointments or for exemptions from other examinations.

But having disposed of the question of hardship to individual pupils, there is a further difficulty in connection with the schools themselves. Is it clear that if the first external examination allowed in a Secondary School were confined to those classes where the pupils had reached an average age of 16, there would be any means left of gauging the efficiency of the lower forms? We believe there would. To begin with, the way in which the pupils of 16 acquitted themselves in their examination would be a fair clue to the value of the instruction in the lower forms. But in any case, the lower forms would be subject both to internal examinations and to inspection. We believe that, as a rule, the use of school examinations such as we recommend later, together with proper inspection, should provide the Board of Education and the Local Education Authority with all the information they want as to the state of the lower forms. The Board should, of course, reserve power to subject to an independent examination the lower forms of schools which seemed for any reason to require some special test.

The second general recommendation which we made above in connection with the Secondary School Certificate Examination was that it should be of such a kind that success in it might be regarded as a guarantee of a good general education. This raises the very important question of the range of subjects which it is expedient to require a candidate (*a*) to study during his course at the Secondary School, and (*b*) to submit for examination. It is clear that these two requirements need not be identical. The obligatory course of study may well be wider in range than the examination at its close. But the two requirements must necessarily be in some relation to one another in order to guard against the danger of the neglect of those subjects of instruction in which the candidate would not be actually examined for his certificate. The prevention of this neglect is one of the strongest reasons for a closer combination of school inspection with school examination.

The Board of Education's Regulations for Secondary Schools permit great varieties of curriculum. They require the curriculum to provide instruction in the English Language and Literature, in at least one language other than English (with the proviso that, by special permission of the Board, languages other than English may be omitted from the curriculum), in geography, in history, in mathematics, in science, and in

drawing. A curriculum including two languages other than English, but making no provision for instruction in Latin, is approved only when the Board are satisfied that the omission of Latin is for the educational advantage of the school. Instruction in science must include practical work by the pupils. The curriculum is required to make adequate provision for manual instruction, singing, physical exercises, and organised games. In schools for girls, the curriculum must include provision for practical instruction in domestic subjects; and an approved course in a combination of domestic subjects (which include needlework, cookery, laundry-work, housekeeping, and household hygiene) may be substituted, in the case of girls over 15 years of age, partially or wholly, for science and for mathematics other than arithmetic. An even larger measure of freedom is secured by the further regulation of the Board that individual pupils or special classes may, with its approval, follow a curriculum varying from that approved for the rest of the school.

We regard the freedom permitted by these regulations as educationally wise and administratively expedient, though we trust that permission given to individual scholars to follow courses which differ from those of the rest of their class is only granted to older scholars and then only with great discretion We should therefore deprecate any form of examination-requirement which would curtail the variety of curricula now sanctioned in English Secondary Schools. Provided that the instruction given is thorough and stimulating and that each pupil has a reasonable opportunity of access to a school furnishing the type of curriculum adapted to his or her aptitudes and needs, we feel that variety in courses of study conduces to the general welfare of national education, to the vigour of the teachers' work, and to the advantage of the individual pupils.

In bringing its influence to bear upon the curriculum of English Secondary Schools the Board of Education has attempted a double task. Where undue specialisation was practised, it has endeavoured to correct this defect; on the other hand, where the curriculum was scrappy, it has encouraged greater concentration of purpose upon the central needs of a liberal education. It has refrained, however, from any precise definition of the range of instruction which a Secondary School should provide, and it has not bound down each individual Secondary School to one type of curriculum. If (as we think desirable) this freedom is to be preserved, the requirements of the Secondary School Certificate Examination must be made capable of adjustment to very different types of secondary education.

In Germany, in the earlier years of the nineteenth century, when the Prussian system of Secondary Schools was remodelled by the State, the essentials of a liberal education were defined in such

a way as to exclude the purely modern types of school curricula. Later experience has led the German authorities to widen their original definition and to extend equal recognition to classical, semi-classical, and non-classical curricula. Their conception of secondary education in its strictest sense is, however, still largely influenced by the earlier definition. English opinion, on the contrary, is tending more and more to include in the conception of a liberal education, of whatever type, school activities of various kinds, including practical work, as factors of essential importance. We ourselves incline to this view of what should be aimed at in a liberal education, provided that care be taken to insist upon intellectual thoroughness in a sufficiently wide range of scholastic subjects. What that range should be in each type of Secondary School is a question which must necessarily be discussed by the examining authorities, the various bodies which should be asked to accept the Secondary School Certificate, and by the Board of Education, when they meet in conference. It is therefore unnecessary for us to go further into detail on a subject which will be more advantageously discussed at a later stage.

Having thus reviewed the main principles which should underlie the system of external examinations in Secondary Schools, we will now proceed to describe the manner in which we should like to see the Secondary School Certificate Examination conducted.

(i) We have already mentioned that inspection should form an integral part of the examination, and we have recommended that the inspectorate in any district should be so strengthened and grouped as to include persons who were competent to inspect the various subjects of the school curricula and to conduct practical and oral examinations in such subjects as required them. It would be of considerable use if means could be found for providing all the inspectors and interview-examiners in each district with some headquarters where they could meet either for consultation or for the discussion of examination papers or reports.

All the schools of the district which were taking the Secondary School Certificate Examination would be placed under this local group of inspectors, who would during the period previous to the examination make themselves thoroughly conversant with the needs and peculiarities of the different schools.

There are, no doubt, the elements of danger in this suggestion. We believe that many teachers have come to lean unduly on the support of external examinations. We should not be doing much to make them more self-reliant if we merely substituted one prop for another, and so arranged things that in future the teachers should lean too much on the inspector. This very real danger must be faced from the start. It must be plain from the beginning that when the interview-examiner

visits a school for examination purposes, he is there to learn what is being done, and not to dictate or advise.

Moreover, care must be taken to prevent the new arrangements imposing any undue addition to the clerical labours of the staff. Much of the information which the interview-examiner will require will be found in the time-tables and syllabuses which are already supplied to the Board of Education. He should have access to these and not require the staff to supply him with additional copies.

(ii) For purposes which will be apparent later on, a reasonable amount of the written work produced by intending candidates during the year previous to the examination, together with the record of their scientific experiments, and the manual or artistic productions both of boys and girls, should be preserved at the school for the use of the inspectors and interview-examiners, together with the marks assigned to such work by the teachers.

(iii) The examination itself, though mainly (*a*) written, should also be partly (*b*) practical and partly (*c*) oral.

(*a*) In the case of the written work, the examination papers should be appropriate to the approved syllabus of the school, and care should be taken that they do not restrict any approved experiments in methods and instruction.

In practice this recommendation must be carried out with considerable discretion. It is obvious that it is not necessary for every school to have its own separate examination paper in every subject. We imagine that for ordinary purposes school syllabuses would be found to fall naturally into a few categories in each subject, and that not more than perhaps half a dozen separate papers would be required in each subject for all the schools. The number would probably vary according to the subject, and in some subjects one or two papers might be found sufficient. But as a safeguard we think that teachers should have the option of supplying the examining authority with full syllabuses of any subjects in the teaching of which the school was making any special experiments, and should be able to claim that the examination papers should be so drawn up as to meet the special requirements of the case, provided that the syllabus were approved, and also that the subject or the way in which it was taught really required special treatment. When such a claim is admitted, we think that special examination papers should be prepared without extra cost to the school.

Precautions must be taken to see that the normal papers are suitable to normal schools. We recommend that before any examination papers are actually set, they should be revised by special committees representing the different groups of subjects, and including interview-examiners and members with experience of teaching in Secondary Schools. It should be the first aim of such committees to keep the examination

as educational as possible. Anything in the nature of a "tricky" paper should be scrupulously avoided. The object is not so much to find out what the pupils do not know, as to discover whether they have learned to think and to express themselves intelligently. It is wiser to set straightforward and simple questions, and require good answers, than, as sometimes happens, to ask for recondite information and give marks for small fragments of it. Above all, the examination papers must be of such a nature that they can be taken by the pupils without undue diversion from their ordinary work. We do not mean that we think the examination should not be specially prepared for, but that such preparation should only entail a careful revision of the work done at school during the previous year or two. It should not necessitate an abandonment of the approved school course, and a hurried attempt to master the tricks which it is supposed will circumvent an unknown examiner.

(*b*) In the case of such subjects as handicraft, drawing and needlework, the examination should include, or might even mainly consist of, inspection of the classes during instruction and of the pupil's work during the previous year. The interview-examiner who was responsible for any such special subject in a school would visit it at some time to be arranged with the authorities of the school, inspect the pupil's work, and conduct such practical examination as was considered necessary, finally making such report or list of marks as the examining authority required.

(*c*) In science subjects, though there is a place for paper work, some practical test must form an integral part of any real examination. It may not be necessary in every case to set the pupils to do a formal piece of practical work. But at least the examiner should have the opportunity of seeing them at work in the laboratory during term and of examining their notes and records. The actual nature of the test, in fact, may well be left to expert scientists to decide upon, so long as the practical side of the work forms a real part of the complete examination. In modern languages, the examination should include an oral test. These practical and oral examinations might be conducted at such times previous to the written examination as might be arranged between the schools and the interview-examiners. The latter would prepare similar reports or lists of marks to those suggested in the previous paragraph.

We have assumed in the last two paragraphs that such practical and oral tests as we consider to be highly desirable in theory could actually be carried out in practice if they were properly organised. It is only right, therefore, to point out that the labour and expense and other difficulties of such tests on a comprehensive scale would be considerable. These difficulties are pointed out in detail in Mr. Dale's evidence.* We

* *See* page 453.

feel that for the moment we can only leave the matter over for future discussion by persons with experience of this kind of examination. It may be found difficult in some cases to organise a system under which a numerical mark could be fairly allotted to every candidate in every subject that was best examined by oral or practical methods. But even if this were so, and we quite see the force of Mr. Dale's arguments, we think that with careful organisation a good deal of what we want could be secured. At the least the examining authority could be provided with some evidence as to the oral or practical work done in a subject by each candidate, and such evidence should be taken into consideration before the final decision as to failure or success was made. The actual weight to be given to this evidence in settling examination results would be a matter for future discussion. For ourselves we consider that sufficient importance ought to attach to it to act as a guarantee that no candidates who obtained the Secondary School Certificate could have neglected their practical and oral work at school. Even this, though it is much less than we hope may eventually come from our recommendations, would link up the Secondary School Certificate Examination with important sides of school life which at present are too much ignored by external examinations.

(iv) When the examination was complete, the results, viz., the marks of the written answers and the interview-examiners' reports and marks, whether based on inspection or on practical and oral tests, would be sent to the examining authority. It would be the duty of the examining authority to collate these various results and to come to a final decision upon the complete record of each candidate.

It should be added that it should be the duty of the teachers to forward to the examining authority their estimates of the respective merits of their pupils in each subject, and the authority should consult these estimates in those cases where they had some doubt whether a candidate should pass or fail, any marked discrepancy between any of their own results and those of the teachers being made the subject of special inquiry.

(v) The examination should not be concerned only with picked pupils. The whole class should be presented. In no other way is it possible to judge fairly of the work of the school as a whole, or to ensure that the "tail" of a class shall receive the proper amount of attention.

(vi) As regards the subjects of the examination, without going into any detail on points which must be left to the consideration of some other authority, we would make the following suggestions. We think that while considerable latitude in organising school curricula should be allowed, it is desirable that after the curriculum of the school has once been approved, candidates from that school should be examined in

each of the subjects which they have studied in the last year, or perhaps two years, of their approved course, and should be expected to obtain a fair aggregate of marks on the examination as a whole. Unless this is done there must always be a danger that young pupils will be allowed to drop useful but uncongenial subjects with a view to over-specialisation in their favourite subjects at too early an age, whether for their own supposed advantage or for that of the school. Further, we think that candidates should be expected to reach a given standard in a stated number of the principal subjects of their curriculum. The fact that they would have to be examined in all the subjects of their last year or so, and to reach a certain aggregate of marks on the whole examination would probably make it possible to leave them considerable freedom in choosing the individual subjects in which a qualifying mark had to be obtained, subject, however, to such regulations as the examining authority would from time to time lay down.

There is always the chance, no doubt, that if the conditions of the examination were left very wide, the certificate might not be accepted unconditionally by all the Universities and professional bodies in lieu of their own matriculation and preliminary examinations. Every effort therefore should be made to reach some reasonable compromise, which, while not interfering with what was considered educationally best for the schools, would meet such requirements of these bodies as experience showed to be based on really sound foundations. Our own view is that the Secondary School Certificate, if organised as we suggest, would, as a rule, give these bodies all they need in the way of a guarantee of a good all round education at a recognised school, and that in a few exceptional cases any further requirements could be met by a supplementary examination in one or two special subjects. In most cases there would not be any legitimate reason for asking a successful candidate to take the whole examination again if he did not happen to have passed in the exact combination of subjects required by some particular body for purposes of exemption. The Universities and professions should of course be consulted when the details of the examination were being thought out.

(vii) As regards the standard of the examination, we have already mentioned that we think it should be suited to the attainments of pupils of the average age of 16. Here again the Universities and professions must be consulted when the practical question comes up for consideration.

(viii) On the result of the complete examination, certificates would be awarded to successful candidates by the examining authority. They should bear the counter-signature of the Board of Education.

(ix) When the examination was complete, we think that two reports upon the work of candidates from each school should be drawn up by the examining authority. The first

should be forwarded to the school authorities, the Local Education Authority, and the Board of Education. It should be in such a form that it could be published, and its publication should, in fact, be obligatory on the school, either as a separate document or as part of the annual report of the school as might be found most convenient. The second report should be more detailed than the first. It should be regarded as strictly confidential, for the private use of the school authorities, the Local Education Authority, and the Board of Education.

(x) The Secondary School Certificate Examination should be something more than a kind of stocktaking of a candidate's abilities on a given date. It is only fair to the candidate that a certificate on which his future career may largely depend should give credit for good work done prior to the examination, especially for work which cannot justly be estimated by examination methods. Moreover, a certificate which took note of such work would convey much more valuable information to a University, professional body, or employer than would a certificate based solely on examination results. At the same time, what is commonly known as a pupil's school record must be used with considerable discretion. The record of a pupil's school career—and the distinction is of great practical importance—really consists of two quite distinct parts. There is, firstly, the record of character and conduct—what we might call the moral record; and secondly, the record of school work done —the scholastic record. These stand on a very different footing, and must be considered separately.

(*a*) As regards the "record of character and conduct" we consider, of course, that the training of character forms an integral part of any sound education. Further, we are anxious that the Secondary School Certificate should be regarded as evidence of something more than academic attainments. At the same time, we are not prepared to recommend that the issue of a School Certificate should be in any direct way dependent upon the record of a pupil's behaviour at school. We consider that any such plan, attractive though it may appear at first sight, would present great difficulties in practice, and might frequently result in injustice to individual pupils. A mere record of facts, which might include records of scrapes and troubles into which a pupil had fallen, but which, so far as they involved any moral turpitude, he might have sincerely regretted, could not without risk of grave injustice be allowed to deprive him of his certificate when he left school. On the other hand, any attempt on the part of his teachers to weigh the good with the bad, and to make the issue of a certificate dependent not on the facts of a pupil's behaviour but on the teachers' final estimate of them, would also lead to great

difficulties. Such a plan postulates on the part of every teacher such a perfect discernment of character and such an absence of unconscious bias as could hardly be often found.

Though, however, we do not think that the issue of a Secondary School Certificate should depend directly either on a pupil's record of conduct at school or on his teacher's estimate of it, or even that any entry as to his conduct should be made on his certificate, it should be remembered that, if our recommendations were followed, this certificate would only be obtainable by a pupil who had qualified for it by attendance for a period of at least three years after the age of 12 at one or more approved schools. Thus no pupil would be able to obtain a certificate unless he had been for some time under the influence of a good school, and unless his character and conduct had been at least sufficiently good to justify the school in retaining him. We do not think that anything further than this can be recommended. We are of opinion, however, that if a pupil who has gained a Secondary School Certificate has distinguished himself at school in any intellectual studies or pursuits lying outside the approved course of training, or in school government or in certain out-of-school activities, a statement of such facts should be made on his certificate by his head teacher, subject to conditions for such endorsement laid down by the examining authority.

(*b*) Coming now to what we have called the pupil's scholastic record, we consider that it both can and should be taken into account before the final decision is made as to the issue of a Secondary School Certificate. This is plain from what we have already said above. Without unnecessary repetition, we may sum up our view by stating that we think that the examining authority, when assessing the results of the Secondary School Certificate Examination, and deciding on the candidate's success or failure, should take into account (*a*) the interview-examiners' reports on his previous work as suggested in (ii) and (iii) above, and (*b*) their marks for practical and oral examinations. Further, in all border-line cases, the examining authority should compare their own estimate of a candidate, as shown by the aggregate marks allotted to him by the examiners in the various subjects, with the teacher's estimate, any marked discrepancy between the two estimates being made the subject of special inquiry.

(xi) The position of the teacher in connection with the Secondary School Certificate Examination deserves special

attention. In the last chapter we referred to the suggestion that teachers in Secondary Schools should themselves propose a number of questions out of which the external examiners should make a selection in preparing the examination papers, and we gave our reasons for our conclusion that the setting of the papers should be left entirely to the external examiner. It is not that we distrust the teacher, but rather that we do not wish to place the scrupulous teacher in an awkward position. If he knows for some weeks beforehand what questions are going to be set, he is clearly in an invidious position in preparing his class for the examination. As we want the examination to cause the minimum of interference with the school course, we think the teacher will be better off if he is ignorant of the actual questions selected for the examination. He really gets all he wants when he knows that the examination papers will be appropriate to the school syllabus.

There are, however, two respects in which the special knowledge of the teacher needs to be utililised in a satisfactory system of external examinations. In the first place the teachers should have the power of making formal representations to the examining authority as to the suitability of the examination. In most cases we think this could be most conveniently done by giving teachers a definite representation on the council of the authority, as is done in the case of the Northern Universities' Examination Board. Secondly, the teacher should have the right to submit to the examiner his own estimate of the relative merit of the pupils in his class, and the examiner should be bound in all border-line cases to consider this before making his final decisions. Where the examiner and the teacher are both really competent, it is not likely that their respective estimates would show many divergencies. But when they did there would be a clear case for further consideration by the examiner, and both the examiner and the teacher would probably learn a good deal by the investigation. The teacher especially should find this a valuable means of checking his own estimates of his pupils, and also the value of his own teaching. The teacher should also keep for the information of the examiner a record of the work and progress of individual pupils and a reasonable amount of their written exercises. This record will be of considerable value both to teacher and examiner in any border-line or disputed cases.

It may be added that any such co-operation between teacher and examiner implies a mutual attitude very different from that which often obtains. The not infrequent, and perhaps not unnatural, attitude of the teacher towards an external examination is simply to get his pupils through. He and his pupils are frankly playing hide-and-seek with the examiner. Our system postulates a very different and, we believe, an infinitely preferable attitude, one in which the teacher and the examiner are working in friendly co-operation for a common object.

(xii) We have already mentioned above that we think that the Secondary School Certificate Examination should in the main be qualifying and not competitive. Its object, so far as the pupils are concerned, is to provide them with a certificate showing that they have had a good general education and have reached an average standard suitable for their age.

For this purpose all that is really needed is a simple certificate to say that the candidate has passed the examination, and this is what we should like to recommend, anyhow as the ideal at which to aim. Under present circumstances, however, it may be necessary to do somewhat more than this. For practical purposes candidates may need some evidence as to the subjects in which they have passed, or in which they have shown special knowledge. To save them from further examinations, therefore, we are prepared to agree that some method of differentiating successful candidates may have to be adopted. We do not think it would be either necessary or advisable to publish the names of successful candidates in classes or in order of merit. It may, however, be necessary to give marks of distinction for special merit in individual subjects. For this purpose it might be necessary to allow the use of two grades of examination papers. But we think that such a plan is to be avoided if possible, especially as the same object could probably be obtained by having one set of papers which contained a certain number of advanced questions of which a proportion must be adequately answered by candidates for marks of distinction. In any case we deprecate the publication of separate lists of candidates who obtained such marks.

The only objection to such a simple form of class list would be that it would be of little or no assistance in diminishing the number of scholarship and other competitive examinations now taken by pupils of an average age of 16. In order to meet this point, the Universities, professional bodies and Local Authorities should be approached and invited to confer with the Board of Education and the authorities of the schools, to see if they could not agree as to the conditions under which, and the extent to which, the Secondary School Certificate Examination should be used for scholarship or other competitive purposes. We see no reason why the examiners should not supply the marks of individual candidates in confidence to authorised persons (as is already done in the case of some external examinations), or why such marks should not supply all the data that a Local Authority, for instance, would require in the awarding of its scholarships. We have the greater hope that something of this sort might be done, as we notice a desire in many influential quarters for such a reform of the scholarship system as will pay less attention to the results of one academic trial of wits and more to the continuous record of a boy's school career and to his actual need for financial help. The details would

have to be worked out later. Much, no doubt, would depend on the efficiency of the Secondary School Certificate Examination and the confidence which it inspired. But the possible developments of the system should be borne in mind from the beginning, so that there may be a clear aim always in sight.

(xiii) We consider that ultimately this examination should, as a rule, be taken by all pupils of the necessary standard in all Secondary Schools, whether such pupils intend to remain longer in the school or not. It should, however, be within the discretion of the Board of Education to allow schools in which the general leaving age was 18 or over, and which focussed their aim on rounding off their course of instruction at that age, to omit the Secondary School Certificate Examination at 16 if it could be shown that that examination formed an undesirable break in the school course, and if the Board were satisfied that inspection, without formal examination at 16, provided a sufficient test of the efficiency of the school up to the age at which the later external examination was taken. We consider, however, that the occasions for such exceptions would be somewhat rare.

(xiv) The Secondary School Certificate should not be issued to any pupils under 16 years of age without the special approval of the Board of Education. In the case of candidates of 16 years of age and over who gained the certificate, those who left school immediately afterwards would have the certificate issued to them at once. In the case of those who remained longer at school, we are inclined on the whole to think that no practical object would be gained by withholding the issue of their certificate till they actually left. As an inducement, however, to successful candidates to continue their education after obtaining their Secondary School Certificate, we recommend that any further period of attendance at school should be endorsed upon their certificates when they leave. Such endorsements should be made by the head teacher and countersigned by H.M. Inspector on behalf of the Board of Education.

The External Examination of Older Pupils in Secondary Schools.

We may pass now to consider what further external examination should be taken by pupils who remain at school for one or more years after the date at which they take the Secondary School Certificate Examination.

The number of such pupils in schools aided by the Board of Education or by Local Education Authorities is relatively small. Of the total number of boys and girls over 12 years of age in Secondary Schools on the Board's List, only 8·5 per cent. were over 16 and under 17 years of age, according to the Board's statistics for 1908–9, while only 2·6 were between 17 and 18, and 1 per cent. were over 18. These figures,

however, are not a correct index of the importance of the subject. We are dealing now with the most valuable years of some of the best material in the Secondary Schools, and we attach the highest importance to the way in which these years are enriched or impoverished by the use of external examinations. If we deal with the matter somewhat more briefly than was possible in the case of younger pupils, it is mainly because, to a large extent, the general principles which we have suggested for the earlier examination apply to the later, and need not be repeated.

The following are the points in connection with this later examination to which we think special attention should be drawn:—

(i) In the first place, we consider that it would not be wise that pupils who remain at school for one or more years after taking the Secondary School Certificate Examination, should have no further external examination. We think that some test of the school work done by pupils between 16 and 18 or 19 years of age would be appropriate, not only for those who are proceeding from school to the University, but also for those who are intending to follow a professional or commercial career after leaving school. We recommend therefore the establishment of an examination which might be called the Secondary School Higher Certificate Examination. In standard this examination should be two years in advance of the Secondary School Certificate Examination, and should be open only to candidates who had been in attendance at one or more recognised Secondary Schools for a period of not less than four years.

(ii) We assume that in future the majority of pupils who remain at Secondary Schools till what may roughly be called University age will most probably have passed the Secondary School Certificate Examination, and will have spent their subsequent years at school in higher or more specialised work. This being so, candidates who enter for the later examination should, as a general rule, take fewer subjects than in the case of the Secondary School Certificate Examination. Whereas the general note of the earlier examination should be breadth without specialisation, the examination papers of the later examination should be less general and should be based upon a course of more specialised, but not narrowly specialised, instruction. We must not be understood, however, to imply that, even in the later school course, specialisation should be carried too far. Pupils, for instance, who are specialising in mathematics or science should not be allowed to drop all literary subjects. Further, the

later examination should be of a less uniform type than the earlier one.

(iii) This later examination should, as in the case of the earlier examination, be connected with inspection so far as the subjects of the examination allow such connection.

(iv) The scholastic record should play an important part in the external examination of older pupils. The record of the course of study in the highest forms should be specified with some detail, especially where the curriculum of such forms is of an unusual type. Such a record would be of special value, for example, to a College Tutor, to an engineering firm, and to any business firm which provided scope for pupils of higher training.

(v) While we feel obliged to content ourselves with making general rather than detailed recommendations in connection with the external examination of older pupils, there is one point on which we wish to lay some stress. We realise that it is a great convenience that pupils in Secondary Schools who intend to proceed to a University should take, while at school, an examination which is accepted for Matriculation purposes. Further, we are aware that many pupils are able to pass such an examination one, two, or even three years before they leave school, and are fit to take a more advanced examination at the end of their school course. It seems clear that an appropriate examination should be provided for such pupils. They require the stimulus that a good examination gives, and they deserve the credit which attaches to their attainments. Moreover, we see no reason why success in an examination taken at this period of school life should not excuse a candidate from part of the University examinations which he would otherwise have been required to pass. But at the same time we feel that, for various reasons, there are considerable objections to the plan by which pupils in secondary schools take university examinations which form part of a degree course. In the case of Matriculation examinations we think it is far preferable that pupils who are going to a University should take an equivalent examination which in the main is also suitable for the other pupils in their class. To the school use of subsequent degree examinations, the objection is that it leads to confusion between University and School education. We are anxious to encourage as many pupils as possible to obtain a real University education, and we think that one of the main inducements to do so is removed if Univer-

sity degrees, or parts of degrees, can be secured by pupils in Secondary Schools. Boys and girls who pass an intermediate examination at school are sometimes deluded into the idea that they have had a University education, and both they and their parents are apt to think that it is not necessary to go further. We think therefore that it is educationally unwise to allow in Secondary Schools any University examinations which form part of the normal degree course. We do not of course wish to keep advanced pupils marking time till they go to the University. Some good examination of an advanced kind should undoubtedly be provided for them, and success in such an examination might well qualify them, when they reach the University, to take up their University studies at a more advanced point, though without shortening the normal period of University life. But the examination should really be a school examination, and should have nothing in its nomenclature to give a false impression of what it really is.

Chapter V.

Practical Suggestions with a View to Reform.

In the last chapter we enumerated the changes which, in the light of the evidence given to us in the course of our inquiry, we believe to have become necessary in the arrangement of external examinations in Secondary Schools. The number of these examinations should be reduced. Their pressure upon the early years of school life should be relieved. In their management the experience of teachers actually working in the schools should be more systematically taken into account. The award of certificates should be made in fuller knowledge of the inner life of the schools and of the methods of teaching employed in them. And the machinery of external examination should be so readjusted as to provide, what does not now exist, a generally accepted test of the school work of pupils at about sixteen years of age, a test so devised as to furnish a guarantee of their having received up to that point the sound liberal education upon which their more advanced studies, whether at school or college, might be based. Changes so made as to secure these reforms would lessen the bewildering complexity of the present arrangements; would open the way for improvements in the teaching in many secondary schools; would give wider scope to the initiative and originality of teachers; would make the examinations a better criterion of the abilities of the pupils and of the vigour of the educational life of the schools; and, by concentrating the first external test upon the work of the pupils at the point which must in the great majority of cases mark the close of their secondary school life, would set up a well-defined standard of educational attainment, a standard which would be a serviceable guide to parents and employers, an incentive to the energy of pupils and teachers, and an inducement to prolong the average period of secondary education.

But the cardinal point of any plan of effective reform must be the combination of the system of inspection with the system of external examination. Without this there can be no remedy of present defects. As things now stand, inspection and examination are independent of one another. The results of inspection are not taken into account by the examiners, and the findings of the examiners are not sufficiently available for the guidance of the inspectors. It is clearly desirable that these two bodies of experience should be brought together and more fully utilised for the good of the schools. As, however, the inspectors (with a few exceptions) work under the direction of the Board of Education, and as the examiners (again with few exceptions) work under the direction of other authorities, no

combination of their labours will be possible without administrative changes involving many difficult questions of educational policy. Finding that some changes of this kind have become advisable, we have discussed three plans of reorganisation, namely, (i) a system of external examinations controlled by provincial authorities, (ii) a system of external examinations organised by the Board of Education, and (iii) a system of external examinations held under a widely representative Examinations Council. We will now proceed to submit these for the consideration of the Board, but we may say at once that we regard the third of these plans as being, under present conditions, decidedly preferable to either of the others, and we shall therefore recommend it for acceptance.

(1) *Examinations controlled by Provincial Authorities.*

The first plan for controlling the incidence of external examinations and for rendering them educationally more effective by a reduction in their number and by their closer combination with inspection, is to establish, in lieu of the present arrangements, a new system of examinations under the direction of provincial authorities, each such authority representing an area of convenient size. Such provincial examination boards would (it is suggested) be constituted under schemes framed with due regard to local conditions and (like the schemes under the Education Act of 1902) submitted to the Board of Education.

As in each case the financial responsibility involved would mainly fall upon the Local Education Authorities in the area concerned, representatives of those Authorities would in each case form the majority, presumably the considerable majority, of the examination board. The schemes, however, would doubtless also provide for the representation of the teachers, both men and women, in the schools which would be examined by each of the new boards, and also for the representation of the Universities, especially of those most closely associated with the area in question. The Board of Education would presumably arrange that those of its inspectors who were stationed within the limits of each new provincial area, as well as those who were otherwise engaged in the inspection of Secondary Schools within the district, should work in intimate relationship with the examining board of the province. The Local Authorities, dispensing with the services of the existing examining authorities, would require all Secondary Schools aided by them to accept the new provincial examination as the test of their work. All the Secondary Schools in the district, therefore, except those which, being of a non-local character, might prefer to retain their connection with the Oxford and Cambridge Joint Board or with some other examining body, would take their place in a locally unified system and would enter their

pupils for its examinations alone. A precedent for the establishment of such provincial examining authorities is found in the Central Welsh Board, which, however, has its own body of inspectors independent of those working under the Board of Education. The Central Welsh Board consists of 80 members, 47 of whom represent local education authorities, 17 the Universities, and 10 the teachers, the other 6 members being co-opted. The income of the Board amounts to about 8,000*l.* per annum, towards which the county governing bodies provide a little under 5,000*l.* and the Treasury 1,200*l.*

It is clear that such a localised system of inspection and examination would in some respects be administratively convenient. It would bind together the great majority of the public Secondary Schools within the limits of each province by means of unified regulations for their inspection and examination. It would promote united action for the furtherance of secondary education on the part of the Local Authorities representing the various districts within the limits of the province. It would appeal in some degree to the feelings of local patriotism and to local pride in educational excellence. It would impress upon the public mind, within each provincial area, a definite idea of the intellectual standard which is set before the Secondary Schools and to which each of them should be enabled to conform by the provision of an adequate staff of teachers and of the necessary equipment. The certificates issued by the provincial examining board would be quickly recognised by parents and employers within the district as affording evidence of a desirable standard of educational attainment. The Secondary Schools would thus enjoy in an increasing degree the support of local opinion and would find parents predisposed to prolong the secondary education of their children in order that they might obtain the certificate which local custom would be not slow in recognising as a testimony of fitness for admission to responsible employment. Moreover, a provincial examining board, entering upon a new work of no embarrassing complexity and dealing with local conditions with which its members would be familiar, might render valuable service to national education by adopting in its system of examination new experimental methods upon which an examining authority dealing with schools in every part of England might hardly venture, in consequence of the greater intricacy of the conditions with which it would have to deal.

On the other hand, a further consideration of this plan discloses difficulties which preclude us from recommending its acceptance. To map England out into new provincial areas, for the boundaries of which those of no existing authorities furnish a precedent, would be in itself no easy task. In order that the work of the new boards should be based upon adequate experience, the area assigned to each of them would need to be sufficiently large to include a

representative variety of schools. But in the more sparsely populated districts this would involve areas of more than easily manageable size, corresponding to no existing unity of local feeling and precluding the possibility of any of the members having any intimate knowledge of the whole of the region assigned to their care. If, on the other hand, the provincial districts were so mapped out as to include in each case the areas of no more than a few contiguous Local Authorities, the new examining boards would be very numerous and it would be exceedingly difficult to secure equivalence of standard in their respective awards. The general level of education in the secondary schools in some areas would be higher than in others, and there would thus be different standards for examination in different parts of the country, a defect which even a central standardising committee, if one were established, would find it difficult to remedy. As a result it may be feared that the Board of Education, the Universities, and the professional bodies would continue to discriminate between the value of the certificates given by different provincial examining authorities, and that some of the evils of the existing system would be reproduced in another form. It is true that the success of the Northern Universities' Examination Board confirms the view that in some parts of England it would be possible to map out a provincial area which would be at once sufficiently populous and sufficiently unified in local feeling. But the conditions which prevail in Lancashire, Cheshire, and the West Riding of Yorkshire are especially favourable to the establishment of a joint examining authority and do not exist in some other parts of England, over the whole of which, if the scheme of provincial examining boards were adopted, the formation of new areas would have to proceed without delay.

To these objections it should be added that it would not be to the advantage of the intellectual standards of Secondary Schools to substitute, in the control of their examinations, the experience of Local Authorities for that of the University bodies which now supervise the system. Just as there are defects in an examination system which in some of its parts represents too exclusively the experience and requirements of Universities, so would other defects reveal themselves in a new system which gave throughout the country as marked a predominance to the influence and demands of the Local Authorities. But the gravest objection to the plan lies in the fact that it would ignore the national aspect of secondary education. A purely geographical division of schools is not a scientific division. Schools fall more properly into categories based upon educational type rather than on territorial distribution. They may be separated from each other by the whole length of the country and yet be organised on similar lines and with a similar purpose. A provincial system would rather weaken than strengthen secondary education from a

national point of view if it deprived the more important schools in each area of opportunities of comparing the standards of their work with those of corresponding schools in other parts of the country. If, on the other hand, these schools (or others doing work of a special character) were exempted from the control of the provincial examining boards, the authority of the latter would be weakened and the tendency towards mechanical uniformity in the treatment of the remaining schools would be increased.

Again, from the point of view of administrative convenience, the plan of establishing provincial examining boards involves practical difficulties which could not be easily met. In order to combine the system of inspection with that of examination, the provincial authorities would either have to rely exclusively upon the judgment of the inspectors of the Board of Education or (as is the case in Wales) to appoint a body of inspectors of their own. In the first case the difficulty of combining the services of the Board of Education's inspectors, whose work is planned on national lines, with the requirements of an exclusively provincial system of examination would be embarrassing. In the second case, as the provincial board's inspectors could not wholly supersede the inspectors of the Board of Education, the schools would be subjected to the perhaps conflicting demands of duplicate bodies of inspectors.

These reasons have led us to reject the plan of establishing a system of provincial examining boards. We recognise the value of decentralisation and reluctantly discard the thought of local experiment; but we have found that in the examination of Secondary Schools the enforcement of an acceptance of a provincial area as the unit of administration throughout England is open to objections which outweigh the advantages likely to follow from the adoption of such a course.

(2) *Examinations organised by the Board of Education.*

A second plan which we have carefully considered is the establishment of a system of Government examinations for Secondary Schools. Such a system would be organised under the authority of the Board of Education. In its general lines it would probably follow the plan of the Leaving Certificate Examination conducted by the Scotch Education Department. For such parts of its examinations as were carried on wholly or partially by means of inspection, the Board would command the services of His Majesty's Inspectors. For the written part of the examinations, it would appoint examiners possessing a special knowledge of the work of secondary education, and in doing so would doubtless draw in large measure from the number of experienced examiners who work at present under the existing authorities. In order to obtain further assistance from expert opinion in conducting its examinations, the Board

might see fit to appoint an advisory council, to which questions as to the scope and standards of the examination could from time to time be referred for consideration and report. But the control of the examination and the determination of all questions of educational policy arising in connection with it would lie with the Board of Education alone.

The introduction of such a system would not necessarily mean the immediate supersession of the external examinations now usually taken in Secondary Schools. The abandonment of those examinations and the substitution for them of a new test provided by the State could only be enforced, under present conditions, in the case of schools receiving aid from the Board of Education or seeking its recognition of their efficiency. And even within the limits of this category of Secondary Schools the Board of Education might prefer, in some cases, to leave, at any rate for a time, the existing arrangements undisturbed. It is not unlikely, however, that in the great majority of public Secondary Schools the Government examination would, by more or less rapid stages, supplant those of the agencies which are now engaged in this branch of examining work.

It is unnecessary for us to describe in detail the machinery which might be set up for the purposes of a Government examination of Secondary Schools. The practicability of such an examination is shown by the experience of Scotland, and, though the greater magnitude of the operation which would be necessary in England would entail difficulties with which the Scottish administrators have not had to deal, the organising methods of the Scottish Education Department indicate a way in which the English Board of Education might address itself to its more complicated task.

From some points of view the establishment of such a Government examination by the Board of Education would further the interests of our Secondary Schools. It would be easier to combine examination and inspection if both were under the direct control of the same authority. In the general results of the examination as a whole the risk of variations of standard would be almost eliminated. As all the practical details of inspection and examination would be under the control of one office, it might be found possible to introduce economies which a more divided management could not hope to secure. The certificates issued under the authority of the Board of Education, after inspection and examination conducted by itself, would set an official seal upon the results of secondary education, and attest in a signal way the national importance of the work of Secondary Schools. By dealing with the whole of secondary education throughout the country (or, at least, with such part of it as came under the supervision of the Board) the central authority would be able to adjust its examinations to the needs of various groups of schools according to their educational type. It would not be hampered by geographical

limitations in dealing with a problem which is essentially national in character. It would be embarrassed by no competition. The whole responsibility for the wise conduct of the examinations, and for their effect upon the secondary schools, would be fixed upon the Board. For the first time the whole of the work of the English Secondary Schools, in so far as they sought recognition from the State, would be treated as an organised part of national education.

But, great as these advantages would be, we are convinced that they would be far outweighed by the dangers involved in any highly centralised control of English secondary education in its present phase. The hands of the Board are already full with the work which has devolved upon it in consequence of the rapid educational developments of the last ten years. To impose upon the central authority at this juncture the complicated task of organising and conducting a system of examinations in every recognised Secondary School in England would involve no inconsiderable risk of substituting a too mechanical uniformity of test for the freedom which the best schools may justly claim, and which in some degree is permitted to them by the present arrangements. We may conjecture that the Board itself is in no way inclined to add to its present responsibilities that of controlling the details of the examinations in Secondary Schools. And we think that any such reluctance on its part is founded on a true perception of the present needs of English secondary education.

(3) *Examinations held under a widely Representative Council.*

By means equally efficacious and economical, but less drastic and less wasteful of existing experience, it would be possible to secure a closer union between inspection and examination, a reduction in the number of examination tests and the postponement of external examinations until the pupil has reached the close of the first stage of his secondary education. The establishment of a central Examinations Council, widely representative in character and entrusted with powers necessary for the purpose of carrying out the main principles laid down in this Report, is the third plan which we have considered in the course of our inquiry, and it is this which we recommend for acceptance as combining the least sacrifice of experience and of good-will with the best security for wise and effective reform.

The Examinations Council should include representatives of the Universities, of the Local Authorities, and of the teachers, men and women, in different types of school, as well as of the official experience of the Board of Education itself. But as the regulations of the Council would affect directly or indirectly many national interests other than those which are solely educational, the new body should be so constituted as to comprise a limited number of persons of practical experience

especially of the requirements of professional, industrial, and commercial life. The function of the Council would be the supervision of all external examinations in recognised Secondary Schools. It would lay down regulations as to the scope, time, and method of these examinations. It would control their organisation, fix the fees to be charged for admission to them, and approve the examiners. In all Secondary Schools aided or recognised by the Board no external examinations would be permitted except those held under the authority, or with the approval, of the Examinations Council. The headquarters of the Council would be in London and within convenient reach of the offices of the Board of Education. The Board's inspectors would work in close co-operation with the Examinations Council, one of whose chief duties would be to co-ordinate the results of inspection with those of examination.

The establishment of an Examinations Council on such lines would secure in all essential points the advantages of centralised authority and of diversified experience, both of professional and local needs. It would bring order into the present confusion. It would replace multiplicity of standards by unity of control. It would set up, in lieu of the present bewildering variety of examinations and certificates, a clear and progressive series of tests and awards, under the supervision of a body which would be authorised by the State, representative of educational experience and associated with (though not administratively controlled by) the Board of Education. The plan would thus co-ordinate administrative effort and professional knowledge. It would have regard to the educational interests of the whole country, and secure consideration for the needs of different types of school. It would bring the knowledge and the influence of the Board of Education into the planning and administration of a reformed examination system, without laying on the Board the burden of its detailed management, and with such avoidance of the dangers of centralisation as would avert embarrassing opposition and invite the friendly co-operation of the bodies already engaged in the work.

The scheme would also lend itself to judicious experiment in accommodating methods of examination to those parts of the school curriculum which, from the nature of their subject-matter, are especially liable to injury from the application of a too mechanical or uniform kind of test. The wide experience which the Council would have at its command would furnish guidance in the trial of such experiments, while the extensive range of its operations would afford opportunity for the further adoption of such new methods as experience might show to be desirable. The unification of examining authorities in the hands of a widely representative council, so far from entailing any rigid uniformity in methods of examination, would admit of judicious variety in the treatment even of individual schools whose circumstances justify the trial of exceptional arrangements.

The plan which we are now considering has the further advantage of so combining the work of the inspectors with the conduct of external examinations as to facilitate the establishment of that earlier certificate for which we have suggested the name of the Secondary School Testamur. It is not proposed that this Testamur should be issued under the supervision of the external examining authority. But the importance of maintaining in proper relation to each other the standards upon which the Secondary School Testamur and the Secondary School Certificate would be respectively awarded makes a close co-operation necessary between those who will have the responsibility of awarding the School Testamur and the body which will fix the standard of the Secondary School Certificate Examination. Such co-operation would be fully secured by the work of an Examinations Council established in intimate relation to the Board of Education, but, so far as the conduct of secondary school examinations is concerned, independent in determining the method of examination and the standard of award.

We do not anticipate administrative difficulties in the actual working of such a system. It is true that the greater part of the reports of the inspectors would be submitted to the Examinations Council as well as to the Board of Education, but this would involve no duplication of work or, in the circumstances of the case, any conflict of authority. From the new arrangement, which would bring the judgment of the inspectors to bear upon the conditions of examination, the Board of Education and the schools would alike gain much in practical convenience and in unity of educational purpose. The plan which we recommend for adoption, so far from increasing the likelihood of friction, would remove some of the causes most likely to produce it. The Board of Education would have a representative body which it could always consult upon questions as to the efficiency of individual schools or of the adaptation of secondary education to the needs of the time. The Examinations Council, on the other hand, itself representative of the Universities, of Local Authorities, of teachers in the schools, and of persons of industrial and commercial experience, would find the official knowledge of the Board of Education indispensable to the discharge of its duties and accessible to it through the intimate relations which would necessarily subsist between the two bodies. Each would so clearly gain from the experience of the other, and concerted action between the two bodies would be so material to the convenience of both, that reliance may be placed upon the smooth working of a system which would carry with it every incentive to friendly co-operation and provide constant opportunity for interchange of opinion upon matters of educational policy affecting the courses of study and the methods of teaching in the schools.

As a further illustration of the value of the work which could be done by an Examinations Council so formed as to be

widely representative of the different bodies of experience concerned, it should be added that no other body would have equal influence in bringing the examinations designed for pupils remaining at school for a further period after passing the Secondary School Certificate Examination into close adjustment with that earlier test. These later examinations must always play an important part in fixing the standards and guiding the studies of higher secondary education. For the reasons given in the last chapter, it is desirable that they should be free from some of the restrictions which must be imposed on the Secondary School Certificate Examination if the latter is to provide a guarantee of a sufficiently wide preliminary education. But the conditions of the later test cannot be satisfactorily determined without reference to the results of the Secondary School Certificate Examination. It is expedient therefore that one and the same body should have under its general supervision the earlier and later examinations alike. But the objections which would be felt to placing the complete control of the Secondary School Certificate Examination in the hands of the Board of Education would be intensified by a further proposal to give the Board control over what we have termed the Secondary School Higher Certificate Examination as well. We have already indicated that the changes requisite in the arrangements now at work as regards the later examination are not so great as those which are concerned with the Secondary School Certificate Examination. The establishment of a system of Government examinations for Secondary School pupils of about 16 years of age might therefore, in present circumstances, lead rather to a breach between the two different types of Secondary School than to a greater unity of educational administration. A representative Examinations Council, however, by drawing together in one executive body the representatives of Universities with those whose knowledge mainly lies in the grades of education more remote from University requirements, would enjoy opportunities of keeping the higher examinations in close adjustment to those of the preceding stage. This consideration confirms the view that the establishment of an Examinations Council is, in the present state of educational feeling, preferable to the adoption of either of the other alternative plans.

Proposals for Conference between the Board of Education and the Principal Examining Bodies.

In order to prepare the way for the constitution of an Examinations Council with the powers and duties above described, we suggest that, as the first step, the Board of Education should invite the principal bodies which conduct examinations in Secondary Schools to a conference whose business it would be to discuss (1) the means by which the external examinations now conducted by those bodies may be

brought into intimate connection with the system of inspection without imposing inspection by two independent authorities upon any school; (2) the means by which the various examinations may be brought to equivalence of standard according to their respective grades, with due regard to that variety of requirement which is beneficial to the schools; and (3) the means by which the experience of the existing examining bodies could best be made available for the guidance of the new representative authority when established for the supervision and control of all external examinations in recognised Secondary Schools.

We have every reason to believe that the existing examining bodies would be ready to give their careful consideration to any plan which aimed at introducing improvements in the work which they have so much at heart. The evidence given to us by Dr. Keynes, formerly Secretary of the Cambridge Syndicate for Local Examinations, justifies the hope that it may be possible to find, by mutual consent, methods of closer co-operation between inspectors and examiners. He said that "the best arrangement seemed to be for the Universities to "examine and for the Board of Education to inspect; but, if "that were done, there should be close co-operation between the "two. It was essential, for instance, that the inspectors should "know exactly what examinations were being taken in the "school and should acquaint themselves with the character "and working of such examinations. They might then do a "great deal to ensure that the schools made the best use of the "examinations. They should also have access to all reports "issued by the Universities. The Syndicate's detailed reports "gave a good deal of information about the work of each "candidate in the Local examinations in each subject of "examination, and these reports should be open to the "inspectors to see. Without such information an inspector "might easily be misled as to the value of the work which "a school was doing. On their side, the Syndicate would "be glad to receive suggestions from the inspectors and "to enter into co-operation with them." We believe that if a conference were held between the Board of Education and the existing examining bodies it would be found possible, by mutual consent, to take the first steps towards such a settlement as our inquiry has led us to recommend.

Further Suggestions towards Practical Reform.

To this proposal of a conference between the Board of Education and representatives of the various bodies now conducting the external examinations in Secondary Schools we attach especial importance, as indicating the course of action most likely to lead to a removal of grave defects in

the present working of the examination system in English secondary education. But, independently of this, there are five other points in regard to which the influence of the Board might now be exerted with good results.

(a) *The need for altering the attitude of public opinion towards external examinations.*

The evidence given in the course of our inquiry has disclosed the fact that much of the harm which is inadvertently being done to the education of pupils in many Secondary Schools, by over-concentration of effort in securing success in external examinations, is due to the pressure of mistaken opinion. It is a reasonable thing that a school should be judged in part by the ability of its pupils to reach certain intellectual standards prescribed by independent authorities and competently tested by impartial examinations. But the results of the latter are not in themselves sufficient evidence that a school provides the course of intellectual training which affords the most lasting benefit to the pupils, or gives to them the best preparation for the tasks of later life. What is really needed by parents, by governing bodies, and by Local Authorities responsible for Secondary Schools, is a guarantee of the excellence of the whole process of training imparted by the school and of the methods of teaching and discipline which it employs. In such a guarantee the actual results of external examination are but one factor, important but not in themselves determinative of the true merits of the school. At present, however, in some parts of English secondary education, the results of external examinations, apart from inspection, possess a conventional value which induces, and often virtually compels, teachers to devote a disproportionate amount of thought and energy to preparing their pupils for success in them. The publication of these examination results in newspapers and in prospectuses (though it would be unreasonable to blame those concerned for adopting these customary forms of advertisement) enhances the evil by giving additional importance to what is often imperfect evidence of the intellectual efficiency of a school. The effects of thus giving undue prominence to the results of external examinations (often more trivial in standard than parents and the public understand) are doubly unfortunate. Many of the teachers, finding that their professional credit depends upon the success of their pupils in examinations, are fettered by false standards in a work which especially calls for freedom and variety of initiative. Governing Bodies and parents, on the other hand, are encouraged to content themselves with what appears to be sufficient evidence of the schools' intellectual efficiency, but which in reality diverts attention from the details of that process of intellectual training which is of far greater importance than success in passing an examination. This too frequent misjudgment of the intellectual results of school work is largely due to the fact that there has been until recently in

England no systematic inspection of Secondary Schools. But the organisation of an inspectorate under the Board of Education has already gone a long way towards removing this defect, and the way is now open for such a combination of inspection with examination as will afford a test both of the general excellence of a school's work and of the attainments of its individual pupils. Steps might therefore now be taken by the Board to draw the attention of Local Authorities and of the public to the desirability of combining the examination system in Secondary Schools more closely with the methods of inspection, and to the inadequacy of a purely external examination test as sole evidence of the value of the work which is done by a school. The publication of a special report on this subject by the inspectors of Secondary Schools would draw attention to the question and materially help in guiding public opinion to a juster estimate of what is required as a guarantee of the schools' efficiency in the wider sense of the word. The attention of Local Authorities might also be called to the question by an official memorandum from the Board. Without any disparagement of the value of external examination, regarded as part of a wider test of the intellectual excellence of the work of a Secondary School, much we believe could be done in these ways to remove present misconceptions and to give a new focus to public opinion.

(b) *The provision of district Headquarters for Inspectors.*

The establishment of a closer connection between inspection and the present forms of external examination would involve a re-grouping of the secondary school inspectorate of the Board and a considerable strengthening of its numbers. If a representative Examinations Council were established for the supervision and control of external examinations in all recognised Secondary Schools, and if the award of certificates in those examinations were made dependent in part upon the results of inspection, the working of the new system would throw upon the inspectors a continuous and detailed responsibility in respect of a large number of schools which do not at present fall under their supervision. It may be found expedient, therefore, not only to organise the secondary school inspectorate in provincial divisions, but to provide each division with a permanent headquarters in the district assigned to its care. The keeping of the records of inspection in a form convenient for immediate reference by the members of the inspectorate in the area would necessitate the employment of a clerical staff localised at each divisional headquarters. In each of these headquarters there would gradually accumulate a mass of useful information as to the work of the Secondary Schools of the district, and this information would be valuable not only to the inspectors concerned, but to the Local Education Authorities and the governing bodies of schools. The provision of a central office and headquarters for the inspectorate in each division (especially

if it were found possible to provide in this way a common centre for the work of the inspectors of Elementary and Secondary Schools and for the inspectors working under the Technological Branch of the Board) would help in unifying experience gained by the inspectors in the different types of school in the district and would facilitate the smooth working of the new system of examinations.

(c) *The need for improvement in the professional status and prospects of teachers in Secondary Schools.*

The successful operation, however, of any method of school inspection and examination depends not only upon the good judgment of the inspectorate and the efficient services of the examiners, but, to a far greater degree, upon the vigorous initiative of the teachers in the schools. Unless there is a strong intellectual interest among the teachers, showing itself in desire for improvements in methods of instruction and in constant endeavours after increased efficiency, the elaboration of methods of inspection may be found to lessen the vitality of school work instead of stimulating and enhancing it. The real life of education lies in the ability and character of the teachers and in the spirit of the schools, not in the machinery for their supervision or in arrangements for testing their results. The building-up of an improved system of inspection and examination without corresponding regard to the need for improvement in the staffing of the schools would be a one-sided development, which would produce disappointing results in national education. We cannot, therefore, conclude these recommendations without a reference to the need for improvement in the professional prospects of many of the teachers in English Secondary Schools.

(d) *The need for closer co-operation between the Civil Service Commissioners and the various Education Departments.*

The influence of the Civil Service Examinations upon the courses of study and upon the methods of teaching in some Secondary Schools is already considerable, and seems certain to increase. It is desirable that the effects of these examinations upon the schools should be carefully watched, and that equal opportunities should be offered as far as possible to candidates entering from schools other than Secondary or after a period of private study. The Civil Service Commissioners and the Board of Education have each at their command a large body of experience which throws light upon the condition of the schools, regarded as places of preparation for the public service. But there appears to be no systematic interchange of experience between the Commissioners on the one hand and the various Government education offices in the different parts of the United Kingdom on the other. It deserves consideration whether some closer co-operation should not be secured, possibly by means of a small standing committee, between the Commissioners and the Education Departments concerned.

(e) *The claims of pupils from Public Elementary Schools.*

By the terms of our reference we have been obliged to approach the question of Examinations with special regard to the educational needs of the Secondary Schools. But throughout our discussions we have never lost sight of the claims of those children who are at present prevented by economic reasons from taking advantage of the full course of secondary education. To exclude such children from access to higher education and from admission to the professions by insisting on a form of school training which they could not afford would be hurtful to the national interest, as many of them are qualified by natural ability to take advantage of further educational opportunities and a high place in professional life. Such access has always characterised English education, and examples of its effect and of the passage from Elementary Schools to the Universities and thence to the highest places in the professions are to be found throughout English history. We are of opinion that everything should be done which can encourage and extend such progress from Elementary Schools. We have therefore proposed, among other recommendations, that opportunities for secondary education should be enlarged by the supply of a sufficient number of bursaries, scholarships, and maintenance allowances, so that pupils of promise should be enabled to take advantage of the full course of secondary education; that certain types of school specially accessible to Elementary School pupils, but not recognised as Secondary by the Board, should be recognised as qualifying their pupils, under certain conditions, for the receipt of the Secondary School Testamur and for admission to the privileges of the Secondary School Certificate examination; and lastly that pupils who, even so, could not become eligible for the Secondary School Certificate should be admitted as external candidates to the examination, and should be given a a certificate which should be regarded as an alternative qualification.

In addition to suggesting the provision of these direct safeguards, we would suggest that these other types of school should be developed so as to enable all their pupils to qualify for the privileges of recognised Secondary Schools, a development which would involve the raising of the present leaving age and the removal of existing limitations. We believe that the result of our recommendations would be an improvement in the Secondary Schools, which would in turn lead to an improvement in the Elementary Schools which prepare for them, and would thus better the condition of elementary, as well as secondary, education throughout the country.

Concluding Remarks.

In the course of this chapter we have recommended the establishment of a widely representative Examinations Council

which would supervise all external examinations in recognised Secondary Schools throughout the country, and we have further suggested that, as the first step towards the formation of such a Council, the Board of Education should invite representatives of the various examining authorities to a conference for the discussion of the administrative questions which are involved in any such change of the present system.

We earnestly hope that by means of such a conference it will be found possible to reach an arrangement on the general lines suggested above. We shall not, therefore, in this report make any detailed suggestions as to what steps we should recommend the Board of Education to take if the proposed conference could not agree upon a line of concerted action. We desire, however, to make it plain that in such an event we do not consider that the Board would be relieved from the obligation to proceed in the matter of reform. We have already stated that the final responsibility for the number and character of external examinations in Secondary Schools on the Board of Education's list should lie with the Board. With regard to the method of administration to be adopted, we have indicated that we do not recommend administration by the Board of Education alone, but prefer the formation of a representative Examinations Council for this purpose. This recommendation holds good even in the event of the conference not arriving at any agreement.

It must be remembered that this subject of examinations in Secondary Schools has already once before been referred to us by the Board of Education. The recommendations which we made seven years ago (in 1904), though not unfruitful in certain indirect ways, were to a great extent nullified by the absence of any subsequent driving power. The main proposals which we then made were never embodied in practical action. We cannot contemplate the recurrence of such an unsatisfactory state of things, and trust that the Board will accept our view that they are under all circumstances responsible for seeing that the necessary reforms are carried out.

A. H. D. ACLAND (*Chairman*).
C. W. BOWERMAN.
SOPHIE BRYANT.
JAMES CHAPMAN.
REGINALD S. CLAY.
ISABEL CLEGHORN.
CHRISTOPHER COOKSON.
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J. EASTERBROOK.
THOMAS C. FITZPATRICK.
HENRY F. HIBBERT.
ALBERT MANSBRIDGE.
NORMAN MOORE.
J. L. PATON.
H. R. REICHEL.
M. E. SADLER.
GEORGE SHARPLES
MARGARET J. TUKE.
CHRISTOPHER TURNOR.

ARTHUR H. WOOD (*Secretary*).

NOTE BY MR. MARSHALL JACKMAN ON CERTAIN POINTS RAISED IN THE COMMITTEE'S REPORT, GIVING THE REASONS WHY HE DID NOT SIGN THE COMMITTEE'S REPORT.

(1) The evidence submitted to the Committee, and the discussions thereon, undoubtedly demonstrate that the present practice of allowing pupils in Secondary Schools to take so many of the examinations of various bodies, professional and otherwise, is an evil which it is desirable, if possible, to remedy, but the proposals of the Committee's report will lead to evils of another and even more serious character; evils which will certainly inflict grave injustice on the children who are prevented, for various reasons, from taking full advantage of a Secondary School course in a recognised Secondary School. These proposals would be less objectionable if there was uniformity of practice with regard to higher education in the four countries—England, Wales, Scotland, and Ireland; the objection might be still further lessened if secondary education was free to all and provision made for the maintenance of pupils of poor parents who had shown themselves fitted to continue their education, but who, from want of funds, were prevented from doing so.

(2) Under the suggested proposals many pupils in England would be at a great disadvantage as compared with pupils of the same class in Wales, Scotland, or Ireland. In Wales a complete system of secondary education is gradually being built up and provision is being made so that most of the brighter pupils in the Elementary Schools may continue their education in Secondary Schools. In Scotland there is no age restriction, beyond which children may not attend Elementary Schools, and the leaving examination provided under the Scottish Board of Education is not restricted to children attending Secondary Schools. In Ireland also there is no restriction on the age up to which children may continue their education in Elementary Schools. In England, except under very special circumstances, all children are excluded from Elementary Schools at 15 plus.

(3) The recommendations of the Committee to which strong exception is taken are those relating to the establishment and use of an exclusive certificate—the Secondary School Certificate for certain pupils in recognised English Secondary Schools to the detriment of all others. These proposals suggest that no pupil in England (they would not apply to Scotland or Ireland or to Wales), unless he has been attending an approved Secondary

School for at least three years and eventually for four years, shall be allowed to take the Secondary School Certificate. There is a further condition that the certificate should not be issued to any pupils under 16 years of age, and it can only be taken by pupils in a class where the average age is about 16. Such conditions must have a serious restrictive effect. There is ample evidence in the report that the majority of pupils in Secondary Schools leave before reaching the age of 16, and very many do not attend for three, much less four years. These children, in addition to those from the Elementary Schools, even if they continued their education after leaving the day school, would be prevented from obtaining the Secondary School Certificate.

(4) If it was not the intention of the Committee, the effect of their proposals in practice will be, to substitute this Secondary School Certificate for all other certificates taken by young people for entrance into places of higher education, the professions, or other employments where the passing of an examination has been adopted as a method of selection. In fact, the report says: "It may be supposed that if our recommendations were adopted "the Secondary School Certificate would gradually earn a repu- "tation which would make it the most readily accepted passport "to most future careers." If this is admitted, then it will be seen that, eventually, the proposals of the Committee will practically deprive all pupils, who have not had opportunities to take this Secondary School Certificate, of their chances of entrance into higher schools of education, into professions, or into employments where such a certificate is considered essential. The result in practice will be that the majority of young people even in Secondary Schools and *all* the brighter pupils in Elementary Schools will have their path to promotion barred.

(5) The Committee's report deals specially with those pupils who leave the Secondary Schools before reaching the age at which they may qualify for the Secondary School Certificate. It is suggested that for those who leave the Secondary Schools at about the age of 15 a certificate which would be known as the Secondary School Testamur might be issued to such pupils. The Committee say:—

> "If this Testamur were provided, the fact that the age and attendance conditions which we recommend for the Secondary School Certificate Examination are such that at present they would exclude many pupils from its benefits, would be, in our opinion, by no means wholly a disadvantage."

This means that the Secondary School Certificate is to be used as a lever to keep children at school until a later age. The Committee say on this:—

> "We believe that the result would be to secure a far more effective attendance at school, and to impress,

upon the public the real meaning of secondary education, and the need for much more continuous study on secondary lines. We believe that there is a tendency already towards the lengthening of school life, and that our suggestions would give a stimulus in the same direction."

To lengthen the school life of pupils is a very laudable object, but to set up conditions for this exclusive examination in order to secure this, without at the same time providing for the poorer section of the community whose poverty prevents them from continuing their education until the age of 16, can hardly be justified.

(6) It is admitted that the Secondary School Certificate, even with the establishment of the Secondary School Testamur, might cause further hardships to pupils who are not eligible for either. It is further admitted that if these certificates were in the main confined to certain categories of pupils in recognised efficient Secondary Schools, all those boys and girls, who, for one reason or another were unable to attend such schools. or if they did attend them and were unable to remain at them for the required period, would be seriously handicapped in competing with holders of the certificate. The Committee realised the existence of this danger, and there is little doubt that the reality of these evils has been borne in upon the Committee with greater force as the discussions have gone on. They have stated the difficulty as follows:—

"There is a further hardship which might be caused by the Secondary School Certificate Examination which it may be convenient to dispose of here. It may be supposed that if our recommendations were adopted, the Secondary School Certificate would gradually earn a reputation which would make it the most readily accepted passport to most future careers. But it is certain that, having regard to the present organisation of secondary education, the children of workpeople and others, however promising, are, through economic conditions, in constant danger of having their secondary education cut short. If the Secondary School Certificate were, in the main, confined to certain categories of pupils in recognised Secondary Schools, the careers of many capable children might be prejudiced as the direct result of the precedence which might be given to that certificate. This is a genuine objection, and it must be met."

The following suggestions are made:—(1) That Local Authorities should increase their provision of bursaries to assist promising pupils over difficult periods. (This, of course, is very desirable.) (2) That candidates from types of Secondary Schools not at present recognised as secondary by the Board of Education should be eligible to receive the

Secondary School Certificate if they complied in other respects with the regulations of the examination. (This only meets the case of private schools of the Secondary School type.) (3) That candidates, who could not make themselves eligible to compete for the Secondary School Certificate in its complete form, but who after attending other schools or classes, or after private study, had attained the standard of the examination, should be admitted to the examination as external candidates. (That the alternative certificate is to have a distinct name from that of the Secondary School Certificate vitiates its value.) (4) That Professional Bodies, Universities, Local Authorities, and others should accept this latter certificate as an alternative qualification in the case of applicants for appointments or for exemption from other examinations. (Unless this can be guaranteed, proposal No. 3 will be quite useless.)

The evil of excluding children from the Elementary Schools is fully recognised by the Committee's report. It says:—

> "To exclude such children from access to higher education and from admission to the professions by insisting on a form of school training which they could not afford would be hurtful to the national interest, as many of them are qualified by natural ability to take advantage of further educational opportunities and a high place in professional life. Such access has always characterised English education, and examples of its effect and of the passage from Elementary Schools to the Universities and thence to the highest places in the professions are to be found throughout English history."

(7) Should the Board of Education take the risk? The dangers in connection with the establishment of the Secondary School Certificate are very definite, and are fully recognised on all hands, but the safeguards suggested do not at all meet the case. Unless the alternative certificate is accepted by all parties concerned, it is admitted that the proposals will be "hurtful to the national interest."

The establishment of an alternative certificate does not mitigate the evil; on the contrary, it will accentuate it. To have two certificates, one the Secondary School Certificate and the other the Secondary Education Certificate, or by whatever other name it may be known, side by side, will be misunderstood by those who will have to deal with the appointment of young people to various offices and for entrance into the professions. There can be no guarantee that the alternative certificate will be recognised. On the contrary, in all probability contempt will be poured on the alternative certificate, and the young boy or girl who held it would probably be better

off without any such certificate at all. In fact, the report itself appears to pour contempt on it. The report says :—

> "The certificate, however, given to successful candidates of this type should be clearly distinguishable from that awarded after an approved course of education in a Secondary School, though arrangements should be made to endorse on such certificates a record of any attendance at schools or classes which the candidate had been able to make."

The candidates are to be admitted as external students only if they have attained the standard of the examination, yet the certificate is to be "clearly distinguishable from that awarded " after an approved course in a Secondary School." However much the Committee may urge Local Education Authorities and other people to accept the alternative certificate equally with the Secondary School Certificate, there is little doubt that the former will be discounted on all hands. It will be, if it is taken at the value which appears to be set upon it in the report. Much of the objection to the Committee's proposals for the Secondary School Certificate would be swept away if the alternative certificate bore the same name as that proposed to be granted for Secondary School pupils, but of course with endorsements on it of the institutions at which the pupils concerned received their education. Why should the certificate not be known as the Secondary Education Certificate, and apply to both classes of applicants?

(8) It might be possible, under a universal system of free Secondary Schools throughout the British Isles for a scheme of this kind to be attempted, but the time is not ripe for drastic suggestions on the lines of the Committee's report. In fact, the time suggested for such a change appears to be singularly inopportune. Steps are being taken on all hands, just now, to improve the higher education of the children of the workers in other than Secondary Schools (1) by improvements in the evening continuation schools, (2) by the establishment of central schools, and (3) by the extension of the age for compulsory attendance at Elementary Schools. This is not the time to discount higher education which is not given in a Secondary School. The recommendations of the Committee practically tell the public that, in the future, any continuation of the education in other than approved Secondary Schools is of little value so far as the advancement of their children is concerned.

(9) It may fairly be asked what in the meantime should be done to lessen the admitted evil of the multiplication of examinations in Secondary Schools. So far as schools recognised by the Board of Education are concerned, the matter is largely in the hands of the Board. A condition of grant or even of

recognition might be the limitation of the number of examinations taken at any particular school. Special precautions might be taken by the Board to prevent examinations being taken merely to produce advertisement for the purpose of inducing parents to select particular schools which show a large number of successes.

MARSHALL JACKMAN.

REPORT OF THE COMMITTEE—*continued.*

Note A.

INTERNAL EXAMINATIONS DURING SCHOOL LIFE.

We have explained in the Introduction to our Report our reasons for dealing with the remaining subject-matters of our reference from the Board in a less detailed manner. The questions of internal examinations during school life and of examinations at entrance to school are not only much less complicated in themselves but are relatively of less vital importance compared with the problem of external examinations. Intrinsically, however, the two questions with which we shall now deal deserve the most careful attention. This is true even at the present time, but will become even more so if and when Secondary School pupils are freed from all external examinations until they are about 16 years of age.

Internal examinations, though no doubt capable of much improvement in certain instances, are in fact a well recognised part of the machinery of all schools. They help the pupils by encouraging them to revise their work and by giving them an opportunity of discovering what they have really assimilated and what they have only half learnt. They help the teacher by showing him where his teaching has failed and where it has succeeded. They serve to confirm the knowledge already obtained by the pupils, to eradicate misconceptions in the minds of individual members of the class, and to prepare the way for further instruction. Further, the discussion and revision of examination papers in class is capable of being made the basis of most useful lessons, in which the pupils are trained to criticise themselves and to learn from each other.

The details of the organisation of internal examinations will vary in different schools, and we do not propose to prescribe what we consider to be the only, or ideal, methods, but merely to describe those which we believe have been found most satisfactory in some schools.

Internal examinations vary in importance and frequency according as they are oral exercises, periodical tests, or terminal examinations. The first are of constant and daily use. The second may be used at weekly, fortnightly, or monthly intervals, according to the subject; for example, mathematical subjects require much more frequent paper tests than do some other subjects. Lastly, the terminal examination takes place in some schools three times a year; but, in others, experience is held to show that it is sufficient to hold two in each scholastic year —one at Christmas and one in July. This examination should take about a week near the end of the term. We believe that any tendency to slackness after the examination is over

can be effectually counteracted by giving importance, as we have already indicated, to the revision of the papers by the pupils. As a rule, the terminal examination will be, for the most part, written, but towards the lower part of the school the written papers will be shorter and fewer. Whether every pupil is to be examined in all his subjects will depend on the character and importance which has been given to the periodical tests during the term, and on the records which have been kept of them.

The examination, to have its full educational effect, must be conducted altogether by the school staff. No internal examination should be held merely to obtain results, either for the award of prizes or for any other purpose. Every examination paper set and worked can be made to help forward the general course of instruction, and to be of real educational value.

As to the distribution of the work between the members of the staff, the method will vary from time to time. It is sometimes found very useful for the head-teacher to set the papers in one particular subject throughout the school and to examine them. As to the other teachers, no general rule should be laid down; a teacher will not always examine his own class, nor, on the other hand, will he always be required to examine any but his own. It is often well to arrange that each teacher shall examine the effects of his own teaching. In this way the maximum educational advantage may be obtained, teachers and learners being brought into a mutually stimulating relation. At other times teachers might be interchanged for examination purposes. When there are two main examinations in the year, it is found a good plan, in the one which precedes promotion, to let each class teacher examine the work of the class immediately below that which he is himself instructing. In this way he obtains direct acquaintance with the work which leads up to his own, and also with the capacity of the scholars who are shortly to come under his own instruction. It is important that a teacher should be able to instruct learners who are new to him in terms of knowledge already acquired by them.

A short report, with statistics, should in the more important cases accompany each set of papers marked, and these reports with the actual worked examination papers should be at the service of the Inspector when required. He will need them specially in connection with the award of the Secondary School Testamur, as described below.

Some subjects, *e.g.*, Drawing or Manual Work, may not often require a set terminal examination at all: the term's work will be available for the purpose of the award of final marks. It is not necessary to enter into details as to the method to be adopted for the practical examinations in Science and the oral examinations in Languages, although both should be important parts of the work.

Internal examinations are of obvious importance, and are much used in deciding questions of promotions and prizes. We think, however, that for these purposes the marks or other estimates of ordinary form work, day by day, or week by week, should be taken into account as of not less importance than examination results.

The Secondary School Testamur.

It has already been mentioned that we are prepared to recommend the issue of a Secondary School Testamur to pupils who have to leave school before they are able to take the Secondary School Certificate Examination, and that the issue of this Testamur should be based (*a*) on internal examinations, and (*b*) on the other parts of the pupil's scholastic record.

It is important to bear in mind that this Testamur should be both in name and in fact something distinctly lower in value than the Secondary School Certificate. It must on no account rival the Certificate, which alone is to be regarded as giving independent evidence of a satisfactory minimum of education in a Secondary School. We do not anticipate that the Testamur will be recognised as an alternative to any part of any University or professional examination, nor do we recommend that any attempt should be made to secure it any such recognition.

As regards the way in which the Testamur would be earned, we would first of all call attention to the fact that no examination for it, other than the ordinary internal examination of the school, is required at all. These internal examinations would be taken in the natural course by every pupil, and the records of the examinations would be preserved for some few years. It would probably not be necessary to keep the actual worked papers for more than a year. Should any pupil leave school before he took the Secondary School Certificate Examination, and apply for the issue of a Testamur, his head-teacher would collect the papers he worked at the last internal examination, together with his marks, his place in the examination, and such records and samples of his previous work at school as might be found desirable. He would send these, together with his own recommendation, to H.M. Inspector, who would decide whether the candidate had reached the necessary standard.

We recommend that this Testamur should only be available for pupils who (i) are not less than 15 years of age, (ii) have an adequate record of continuous attendance at one or more recognised Secondary Schools after the age of 11 (but *see* next paragraph), and (iii) reach a standard which, in the opinion of H.M. Inspector, is not more than a year behind that of the Secondary School Certificate Examination. The head-teacher should be responsible for the entries on the Testamur, which should therefore bear his signature. It should be counter-

signed by the Inspector on behalf of the Board of Education. Some common or alternative forms of Testamur could probably be devised, and, with the suggested co-operation of the Board's Inspectors, some equivalence of standard as between different schools and districts could be kept, or, at least, such a guarantee given as would induce the public to allow due weight to this evidence of general education.

As regards (ii) in the above paragraph, the Committee do not wish to confine the Testamur exclusively to pupils in Secondary Schools. They think (1) that the Testamur might be given to pupils in schools which were specially recommended by the Local Education Authority or H.M. Inspector as giving education of a secondary type to pupils up to 15 years of age, and that (2) short attendance at recognised Secondary Schools might be compensated for by previous attendance at other schools, provided it could be shown that such previous attendance had been at schools which might fairly be reckoned for such a purpose.

The Board of Education would presumably keep a record of Testamurs issued, but it appears undesirable to publish any list of successful candidates.

It has already been mentioned that these Testamurs are only to be issued to pupils who leave school before they are able to obtain the Secondary School Certificate. They would not be awarded to any pupil until his withdrawal from school was finally settled, nor would they be issued to any pupils who remained at school and passed the Secondary School Certificate Examination. We think, however, that a pupil who obtained a Testamur and subsequently passed the external equivalent of the Secondary School Certificate Examination, should have the fact endorsed upon his Testamur.

Note B.

Examinations at Entrance to School.

During the last few years, the question of examinations at entrance to Secondary Schools has assumed a much greater importance than was previously the case. This is due to several causes. In the first place, many new schools have come into being, while many old ones have been reorganised and enlarged, and in consequence the number of pupils proceeding to Secondary Schools has considerably increased. Secondly, the regulations of the Board of Education have required that in all fee-charging schools in receipt of grant, a number of "free places" must be offered at the beginning of each school year to pupils entering from Public Elementary Schools, and competition for these free places has involved a great extension of examinations for pupils at the beginning of their Secondary School career. Further, the number of scholarships tenable at Secondary Schools, and open to boys and girls of about 12 years of age has increased considerably since the establishment of the new Local Authorities under the Education Act of 1902, and the examinations for these scholarships serve as entrance examinations in the case of such pupils.

There is one feature in these admission examinations which differentiates them from most of those which we have considered in the course of this report. Their general principles were not evolved under circumstances which differ considerably from those of the present time. They are not incomplete adaptations of a former system. Rather they were in the main originated to meet requirements more or less identical with those of to-day. Moreover, these admission examinations have generally been under the control of the individual schools which used them, and there has been no external influence to interfere with their ready adaptation to changing needs. It appears, therefore, that while not incapable of improvement they are more in harmony with modern views and modern circumstances, and less in need of any serious alteration. We do not think it is necessary therefore to deal with them at any great length.

The Present State of Things.

Examinations for boys and girls at entrance to Secondary Schools fall into several different categories. There are (i) examinations which are conducted simply to enable the head teacher to decide into what class the new pupils should be put; (ii) examinations to decide whether the applicants reach a necessary standard of attainments, or to decide which pupils shall be admitted when there are more applicants than there are vacancies; (iii) Examinations for "free places"; and

(iv) examinations for entrance scholarships. Though distinct in theory, one examination is of course frequently utilized in practice for more than one purpose. When there is a competitive admission examination at any school, no further examination for "placing" is required. Scholarships, free places, and other similar privileges may be, and often are, allotted on one and the same examination. It even happens in some cases that only one examination is used for scholarships, free places, admission and "placing." It is necessary, however, that the different objects of entrance examinations should be borne in mind.

Examinations held purely for the purpose of "placing" pupils would appear to be uncommon. They would be confined mainly to schools in which there was no admission examination either qualifying or competitive. In any case they are concerned only with questions of school organisation, and are naturally dealt with by the staff of the school.

Admission examinations, whether qualifying or competitive, are conducted in a variety of ways. Most of the Public Schools impose such examinations on applicants for admission, and though in some cases the examination is a mere formality, especially in the case of younger pupils, in others it amounts to a serious competitive examination. Most of the schools demand a personal interview with the applicant, which in some cases takes the form of a simple oral examination. In order to lessen the inconvenience caused by bringing so many boys from their preparatory schools for examination at the Public School which they wish to enter, a Common Entrance Examination is conducted under the auspices of the Head Master's Conference. Some forty or fifty Public Schools, including Eton, Harrow, Rugby, Clifton, Charterhouse, Marlborough, and Westminster, have adopted this examination. The examination is held either at the Public School for which the boy is entered, or as an alternative at his preparatory school under certain conditions, the papers being the same in either case, and the examinations being synchronized. The answers, however, are in all cases looked over by the authorities of the Public School for which the candidate is entered and the standard for admission is determined in every case by the Public School in question.

In the case of Secondary Schools which are on the list of schools receiving grants from the Board of Education, it appears that it is the general practice to leave all questions of admission examinations, when unconnected with free places, scholarships, &c., to the discretion of the head teacher, though in some cases the assistance of an external examiner is added. In the case of a Secondary School provided by a Local Authority such external examiner may be the Secretary or one of the Inspectors of the Authority. Examinations for "free places," however, though often conducted by the head teacher, are treated much more formally. When conducted by the staff,

there would appear to be considerable supervision exercised by the governing body, while in many cases the examinations are put under some specially constituted examining body. Some of the Local Authorities have established examining boards, which consist partly of representative teachers from the Secondary and also the Elementary Schools in their area, and partly of the Authority's officials. In other cases questions of "free places" are decided upon the results of examinations which are held in connection with examinations for entrance scholarships. But whatever form the examination for "free places" may take, it must conform to the rules laid down by the Board of Education in the appendix to their Regulations for Secondary Schools. These rules are quoted below.*

In the examinations for entrance scholarships there is found greater variety and naturally greater formality. The examinations are conducted sometimes in individual schools by the staff under the authority of the governing body, with or without the aid of external examiners; sometimes by the trustees of special endowments; sometimes by Local Authorities. In the latter case the examinations are held at convenient centres, and

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* "6. In any examination held as an entrance test of candidates for free places the following rules are to be observed :—

"(*a*) The Governing Body of the School will be responsible for the conduct of the Examination; but it is desirable that some person who has had teaching experience in a Public Elementary School should be associated with the Head Master and Staff of the Secondary School in conducting it, and that the Examiners should receive and consider a report on each candidate from the Head Master or Head Mistress of the Elementary School from which he or she comes.

"(*b*) Candidates under 10 or above 13 years of age need not be accepted.

"(*c*) Candidates between 10 and 13 must only be required to qualify in English and Arithmetic, in which subjects they should be required to reach the standard of the class in the Secondary School in which the average age is nearest their own, but in order to test the relative merits of the candidates further questions may be set in any of the subjects specified in Article 2 of the Code of Regulations for Public Elementary Schools.

"(*d*) Candidates should as a rule be under 12, and the free places offered may be restricted in the first instance to candidates between 10 and 12, provided that any places not so filled up are then open to all qualified candidates between 12 and 13. Candidates over 13, if accepted, may properly be subjected to a severer test in respect of both subjects and standard within the limits of Article 2 of the Code, in order to prove their fitness to take a place in the Secondary School corresponding to their age.

"(*e*) Where there are more duly qualified candidates than places the award shall be determined by competition among them.

"(*f*) The examination may be partly oral. The record of marks and all written papers must be preserved by the Governing Body for six months after the Examination, and must be open to inspection by the Board."

are conducted either by an Examinations Board or a Scholarship Committee specially established for the purpose, or by some recognised external examining body. Of the latter, the most important is probably the Joint Scholarships Board, instituted by the Incorporated Association of Head Masters. The Minor Scholarship examination conducted by this Board is intended for candidates about 12 years of age, and is so arranged as to conform generally to the scheme of work common to public elementary schools. In 1908 the examination was used by the education committees of 17 counties, 2 county boroughs, 6 non-county boroughs, 2 urban districts, and by 22 other bodies, such as charity trustees and governors of Secondary Schools. One hundred and thirty-one centres were used altogether, and 5,161 candidates were entered for examination. It may be added that some of the bodies which use this examination for scholarship purposes also use it for allotting "free places."

Whatever examination is used for purposes of entrance scholarships, it appears to be usual for the awarding authority to insist either on an oral examination as well as the written one, or at least on a personal interview. In the case of a few large rural counties this interviewing is done by examiners who go round to the schools from which the candidates come, and examine them there. In many cases the financial circumstances of the applicants' parents are taken into account, pecuniary assistance in the way of scholarships and maintenance allowances being restricted to parents whose incomes do not exceed a declared limit. Further, considerable attention is paid to the recommendations of the head teachers of the Public Elementary and other schools from which the applicants come, in some cases the scholarship examinations being open only to those who have received a nomination from their last school. Lastly, many awarding authorities exact an undertaking from the parents of applicants for scholarships that their children shall remain at school for a definite length of time, in order that the money spent upon their education shall not be wasted by a premature close of their school career.

Comments on the existing System.

Generally speaking, we do not recommend any radical changes in the general principles which underlie the present system of examinations at entrance to the majority of the Secondary Schools which come within our reference. These principles are no doubt more completely and more efficiently observed in some cases than in others. But, as seen at their best, they appear to be soundly conceived and intelligently worked. What seems to be required is that, in cases where the arrangements are at present inadequate, care should be taken to bring these up to a better level. We will indicate therefore the

points which we think are essential factors in an efficient system of examinations at entrance to school :—

(1) When dealing with the examinations taken in Secondary Schools by pupils of 15 years and upwards we laid great stress on the need for some uniformity of standard and organisation. It seems necessary therefore to make it plain that in our opinion no such need exists in the case of entrance examinations. The intellectual level of different Secondary Schools will not always be the same, and the standard of attainments necessary for admission to different schools will not always be the same either. The object of the admission examination of any individual school is to see that a pupil is fitted to profit by the instruction in that school, and this is a matter which the staff or the governing body of each school can best decide for themselves. Further, even in the allotment of free places and scholarships, no uniform minimum of ability can be fixed by some central authority. The material supplied by the preparatory schools in the various districts will not be uniform in value, and different standards will be needed for success in examinations which are intended to sift out the best candidates in different districts. We are not implying, of course, that there is not an absolute minimum standard below which no candidate for admission to an efficient Secondary School should fall, but only that above this absolute minimum there will be gradations which can only be fixed properly by each individual school. No inconvenience will be caused by diversity of standards in examinations at this stage of a pupil's career, as success in these examinations will not be used for any extra-scholastic purposes.

(2) This diversity and multiplicity of entrance examinations would no doubt cause great confusion if the examinations differed considerably in their general requirements. Care must be taken to ensure that such differences do not occur. All that is required is that entrance examinations to Secondary Schools should be based as far as possible on the curriculum of the schools from which the candidates come. Further, a multiplicity of entrance examinations would be undesirable if it necessitated numerous or distant journeys on the part of candidates. In view of the comparatively simple object of these examinations there should be very little difficulty in making arrangements for combined examinations at local centres, or for the examinations to be conducted in the preparatory schools. This is already done in some cases, as noticed above.

(3) All examinations taken at entrance to Secondary Schools should be of a very general and unspecialised nature. Any form of special preparation for pupils at this early stage of their education, even for entrance scholarship examinations, is to be strongly deprecated. The rule laid down by the Board of Education that candidates between 10 and 13 years of age for free places should be required to qualify only in English

and Arithmetic has our approval. Under no circumstances should a Secondary School be called upon to admit a pupil who cannot read the mother tongue intelligently, write legibly, and spell with fair accuracy.

We would add that in examinations for "placing," each pupil should as far as possible be asked what he has done in the various subjects and be examined on that. Examinations of this kind are liable to fail in their primary object if they make use of set papers for all candidates alike. In the case of large numbers of candidates, individual treatment may become rather difficult. But the head teacher of a school should be able to manage this with the help of his staff. They will certainly find it worth while in the long run.

(4) It is important to bear in mind that many children cannot do themselves justice on paper. The manipulation of the pen is still, in most cases, an anxious effort; the powers of expression are unformed. It is therefore important that beside the written examination there should be *vivâ voce* questioning. But it must be remembered that the difference of temperament in children, the shyness of some and the nervousness of others, makes the oral test by itself somewhat fallacious. Some quite intelligent children may give the impression of slowness and heaviness. It is important to check the results of oral examination by a certain amount of written work, and by the previous school record of the candidate.

(5) It has already been noted that there exists considerable variety in the way in which the different kinds of examinations at entrance to school are organised. We see no reason why this variety should not be continued. It must, for instance, be a matter for local arrangement whether the examinations are conducted by officers of the Local Authority, by special examiners or examining boards, or by the staff of the school. Moreover, schools which are not in receipt of grants from the Board of Education are under no obligation to hold examinations for free places or to make their entrance examinations conform to the regulations of the Board. Again, examinations for candidates from Elementary Schools who desire "free places" need not necessarily follow the lines of examinations of candidates from other forms of school. For these and other reasons, it is clearly necessary to leave considerable freedom and variety of treatment to the different schools.

Whatever the organisation of the examinations may be, however, an important element in all examinations for "free places" should be the report of the teachers of the Elementary Schools from which the candidates come, and, so far as it can be arranged, this element should also be secured in the case of other candidates from Elementary Schools and of candidates from other preparatory schools.

(6) Pupils do not of course all enter Secondary Schools at the same age, and this diversity of ages may cause some slight

difficulty in the organisation of entrance examinations. According to the Regulations of the Board of Education candidates under 10 or above 13 need not be accepted in an examination for "free places," and in the allotment of such places the preference may be given to candidates under 12. As regards scholarships, many awarding authorities also make regulations as to age. The object of these regulations is presumably to secure some guarantee that pupils who are aided out of public funds should enter Secondary Schools at an age when there is a favourable prospect of their being able to continue to receive secondary instruction for an adequate number of years. Owing to the fact that children's intelligence ripens at such different ages, it is not desirable to fix any one hard and fast rule as to the best age for transfer to a Secondary School. It would seem more desirable to lay down a rule that the parents of all children who receive "free places" or scholarships would give a guarantee that, unless unforeseen circumstances occur, the children will remain at the Secondary School for a stated adequate period after their 12th birthday. If this were done, we think that in examinations for "free places" it should be permissible to exclude from the examination children under 11 years of age. For children above 13 we consider that the Board's rule that they may be subjected to a more advanced examination is a sound one and should be continued.

DETAILED MEMORANDUM ON THE PRINCIPAL EXAMINATIONS, OTHER THAN INTERNAL, TAKEN BY PUPILS OF SECONDARY SCHOOL AGE.

Introductory Remarks.

Any description of the present state of external examinations in Secondary Schools falls naturally into two divisions. In the first place, it is necessary to describe each of the existing examinations taken by itself; and in the second, to describe the relation of these various examinations to each other, and the effect of their combined action on the schools which prepare for them. In Chapter II. of this Report we have dealt with the present state of things from the latter point of view; but in view of the great length to which a detailed description of the separate examinations must necessarily extend we have thought it best to give this in a separate memorandum.

In this account of the existing external examinations in Secondary Schools, it has been found convenient to divide them into the following groups:—

(1) "Local" and "School" examinations (including the inspection of schools by the examining bodies);
(2) University examinations (*i.e.*, examinations which form part of a degree course);
(3) Civil Service Examinations;
(4) Army Entrance Examinations;
(5) Navy Entrance Examinations;
(6) Preliminary examinations of Professional bodies (including the Board of Education's Preliminary Examination for the Certificate);
(7) Examinations in Special Subjects, such as Music, Drawing, Science, Commercial Subjects, &c.;
(8) Examinations conducted by Local Education Authorities;
(9) Scholarship Examinations;
(10) Entrance Examinations.

It should be understood that we do not pretend to include all the external examinations which exist to-day. We are dealing only with those which directly affect Secondary Schools, and which are of some considerable importance. We omit, therefore, those whose annual number of candidates is quite small; those whose candidates, though of Secondary School age, do not enter from Secondary Schools; and those whose candidates are as a rule over 19 years of age. Further, in the case of examinations recognised or conducted by such bodies as the General Medical Council and other professional bodies, only the entrance or qualifying examinations are considered. The subsequent technical examinations of students and apprentices during the

course of their special and professional training are ignored. A summary of the examinations which are included in our consideration will be found in Appendix C., together with figures showing in statistical form the age and number of the candidates in the year 1908, and the date at which each examination was started. It is obvious that there are cases in which it was rather doubtful whether any particular examination should have been included in this list or not. In such cases of doubt we have added an explanatory note as a warning.

It may be explained that, for the most part, this statement is based on the published regulations of the examining bodies, supplemented in some cases by the evidence of witnesses. Where these sources of information have been insufficient, special inquiries have been addressed to the examining bodies, and we have to record our indebtedness to these bodies for the readiness they have shown in supplying us with the particulars needed. At the same time we desire to make it clear that, while these bodies have been good enough to assist us in this way, they are not in any way responsible for the manner in which the information with regard to the various examination is stated in this memorandum. Statistics as to the numbers of candidates at the various examinations have been given, where available; they do not all refer to one and the same year, but have in each case been brought as far as practicable up to date. It is possible that in some cases later figures than those given might have been obtained by application to the bodies concerned, but we have not felt justified in troubling them again for this purpose.

Finally, we would add that while the greatest care has been taken in setting out the conditions of the examinations, we cannot of course guarantee that some small inaccuracies may not have crept into this statement. Moreover, in view of the fact that frequent changes take place in the regulations of the examinations, it is important that candidates or others desiring information in regard to any particular examination should in every case consult the latest issue of the regulations themselves. It should be remembered that the purpose of this memorandum is to give a general description of the system of external examinations in Secondary Schools as a whole, and not to provide a substitute for the detailed regulations.

(1) "Local" and "School" Examinations.

(a) The Oxford Local Examinations Delegacy.

The examinations conducted by the Oxford Local Examinations Delegacy fall into three groups: (i) those which are really *local* examinations, *i.e.*, examinations at *local centres*, on which certificates are given; (ii) those which are really *school* examinations, *i.e.*, examinations held in schools on the school syllabuses, no certificates being given; (iii) Combined School and Local Examinations, *i.e.*, examinations which are held at schools,

but in which the examination papers are those used simultaneously in the Local examinations, certificates being given to those pupils who are candidates for them, and satisfy the examiners. The examinations in the first group are four in number, viz., (i) the Preliminary Local Examination; (ii) the Junior Local Examination; (iii) the Senior Local Examination; (iv) the Higher Local Examination. The examinations in the second group follow the varied requirements of each school that asks for such examinations. The examinations in the third group are three in number, viz., those in which the candidates wish to obtain (i) the Junior School Certificate; (ii) the Senior School Certificate; (iii) the Army Leaving Certificate.

We will now take these examinations in order.

(i) *The Oxford Preliminary, Junior, and Senior Locals.*

The Preliminary, Junior, and Senior Local Examinations of the Oxford Delegacy are conducted under one set of regulations and may be treated as a whole. The Higher Local is on a different footing, and can be treated later by itself.

The Preliminary, Junior, and Senior Examinations are held in July of each year at Local Centres. A supplementary Junior and Senior Local is also held when needed in March. A local centre is only appointed on the application of a Local Committee, who must be prepared to undertake all the expenses which are occasioned by the examination being *Local*, *i.e.*, by the candidates being examined at that particular centre instead of going to Oxford for the purpose. Examinations are held only at centres from which the amount received in fees reaches a certain minimum. Each committee appoints a local secretary, who acts generally as their agent. Centres are, as a rule, intended for all the candidates in the locality; but they may be confined to the pupils of a given school. The examination at such a school, however, remains a *Local* examination, and does not become a *School* examination. The number of local centres in England and Wales for the examinations of the Oxford Delegacy in 1910 was about 350; but the number of towns in which these centres were situated was only about 250, it being no uncommon thing for several centres to be appointed in the same town. It will be seen by a reference to Appendix B. that these local centres are distributed over the whole of the country.

Candidates pay two separate fees, one to the Delegacy, and one to the Local Committee to defray local expenses. The fees to the Delegacy for ordinary candidates are as follows: for the Preliminary, 10*s.* 6*d.* a candidate; for the Junior and Senior, 1*l.* a candidate. The fee paid to the Local Committee varies according to the circumstances of the locality. Special fees are required for special papers on approved alternative

syllabuses, and for oral examinations in modern languages, and are described later.

The subjects comprised in the examinations are as follows :—

In the Preliminary Local—

1. Arithmetic.
2. Religious Knowledge.
3. English History.
4. English.
5. Geography.
6. Latin.
7. Greek.
8. French.
9. German.
10. Italian.
11. Spanish.
12. Mathematics.
13. Higher Mathematics.
14. Botany.
15. Experimental Science.
16. Chemistry.
17. Heat.
18. Domestic Economy.
19. Drawing.

In the Junior Local the list of subjects is generally the same as that of the Preliminary, with the addition of Music, Book-keeping, and Political Economy. Further, the History syllabus includes Ancient, General, and Foreign History, as options; Physics takes the place of Heat, and Domestic Economy is amplified and entered as Hygiene. Chemistry includes practical as well as theoretical work.

In the Senior examination, the list of subjects is very similar to that of the Junior. The Elements of Logic is added to the Political Economy section; Experimental Science is omitted; and Domestic Science* and Needlework* are added.

The syllabuses of the various subjects of examination are left fairly wide; but the following limitations may be noticed. In Religious Knowledge the syllabus for all three examinations consists entirely of set books. In History, candidates have the option of various periods, but they have the opportunity of showing knowledge of English History outside the period which they select. The English syllabus consists of English Composition, English Grammar, and English Literature. Neither Composition nor Grammar are compulsory, but appear as a matter of fact to be generally taken. The English Literature syllabus only contains various options in set books, except in the Senior Examination in which candidates may take a paper on General Literature* with a large choice of questions. In Latin and Greek, and (except in the Senior Examination) in French and German, set books or unprepared translation may be taken at the option of the candidate, higher marks being given for the latter. There are no set books in modern foreign languages for Senior candidates, who must offer unprepared translation and free composition as part of their examination. In Political Economy certain text-books are recommended. In Music, Drawing, Mathematics, and Science subjects, syllabuses are issued, but they are of a very general character.

It should be added that candidates in schools may offer themselves for an oral examination in French or German on payment of a special fee of 2*s.* 6*d.* a candidate, provided that

* These are new subjects for 1912.

the minimum payment from any one school is 1*l*., and that the travelling and hotel expenses (if any) of the examiners are paid. Success in the oral examination does not count towards a "Pass" in the language, but is mentioned on the certificates of successful candidates who pass in the written work. It is also taken into account in deciding questions of Honours and Distinctions. The number of candidates who take the oral examination is not published, but unless the percentage of failures is quite unlike that in any other part of the examination the number must be very small. The following are the numbers of candidates who in 1908 passed the written examination in French or in German, passed the oral examination, and also obtained a certificate :— French: Seniors . 67, Juniors 51, Preliminary 0; German: Seniors 11, Juniors 3, Preliminary 0. In Science subjects there is no practical examination in the Preliminary Examination. In the Junior and Senior Examinations, candidates cannot pass in Chemistry, nor in the Junior Examination in Experimental Science, without satisfying the examiners in the practical part of the examination. The practical examination, however, can only be taken where the laboratory accommodation of the Centre allows of it. There is no practical examination in any other Science Section, nor in Music, but the paper in Physics assumes that candidates have been through a course of experimental instruction.

It should be mentioned that the syllabuses of the various subjects of the examination are prepared and issued by the Delegacy. They are not directly related to the curricula of the schools. But the Delegacy have informed us that they have from the first been in full communication with the schools that habitually send in their pupils for the examination, and that the developments of the original system which have taken place have all been of a nature to render closer the connection between the Delegacy and the schools. This connection, however, appears to be only of an indirect character in the majority of cases, as the teachers take no part in the examinations. The Delegates are prepared, however, to consider applications for alternative syllabuses and special papers, subject to extra payment being made for setting and printing the paper. This charge is not less than 2*l*. 2*s*. for each paper. There is also an Advance Fee of 20*l*. for a special Senior or Junior paper, or 10*l*. 10*s*. for a special Preliminary paper, but if more than one such paper be supplied the advance fee is only 2*l*. for each paper after the first. A group of schools may combine to make a joint application for special papers, provided all the candidates concerned are entered at the same Local Centre. We have no information as to the extent to which these special papers are applied for in the case of the examinations under consideration, but we believe it to be very small. In practice nearly all the candidates follow the examination syllabus of the Delegacy and take the ordinary papers.

As regards choice of subjects, candidates have an almost unfettered option. To obtain a certificate in either of the three examinations, candidates must pass, at one and the same examination, in at least five sections. In the Junior Examination they must also pass in Dictation. All candidates (unless they or their parents object) must, by the Statutes of the University, be examined in at least one of the divisions of Religious Knowledge. In the Senior Examination a candidate may not take more than one of the three following subjects, viz., Book-keeping, Needlework, and Drawing. With these exceptions, candidates are at liberty to take any combination of subjects they like, subject, however, to the exigencies of the time table, which, speaking generally, may limit the options slightly within each subject, but has little effect on limiting the choice of subjects as a whole. In practice, however, though the candidates have the option of devising eccentric combinations of subjects, it is not found that they do so. The subjects actually chosen by the 8,362* candidates who entered for the Junior Local Examination in 1908, arranged in the order of the candidates' preference, are as follows, the numbers in brackets showing the number of candidates who took each subject:—

Arithmetic (8,249).
English Language and Literature (8,215).†
History (8,151).
Religious Knowledge (8,092).
Geography (7,626).
French (7,301).
Mathematics (6,632).
Drawing (5,519).
Physics (say 2,000).†
Latin (1,947).
Botany (1,467).
Chemistry (1,161).
Experimental Science (644).
Political Economy, &c. (say 600).†

* This and the following figures are taken from the Annual Reports of the Delegacy, and show the numbers actually examined, excluding those who entered their names but did not attend the examination. A table supplied by the Delegacy, and giving statistics of the examinations since their establishment, is printed on page 367 (in Volume II.); it will be noticed that those figures differ slightly from those given here.

† In these cases the exact figures cannot be ascertained from the tables published by the Delegacy, as the number of candidates taking the different divisions of a section are given instead of the number of separate candidates who took the section as a whole. Thus, in the section called English Language and Literature, the number of candidates who entered for the section is not given, but only the numbers who entered for each of the three divisions: Composition (8,180), Grammar (6,623), and Literature (8,215). It appears from these figures that practically all the candidates took both Literature and Composition, and that three-quarters of them took Grammar as well. In the section called Political Economy, &c. there are three divisions: Political Economy (295), Elementary Politics (238), and Historical Geography (150). No candidate may combine the first two divisions, so that at least 533 separate candidates must have taken this subject. We have assumed

Hygiene (586).
German (424).
Higher Mathematics (411).
Book-keeping (373).
Greek (258).
Music (182).
Italian or Spanish (35).

From these figures it is seen that practically the whole of the candidates took Arithmetic, Religious Knowledge, History, and English Literature, about 91 per cent. took Geography, about 87 per cent. took French, about 79 per cent. took Mathematics, and about 66 per cent. took Drawing. It is not possible to say how many candidates took one or more Science subjects; but, with this exception, it is clear that the majority of candidates took most of the ordinary subjects of a good general education which can be tested by a paper examination.

A very similar result is obtained by an analysis of the subjects taken by the 9,384* candidates at the Senior Local in 1908. The following list shows the subjects in the order of the candidates' preference, with the number who took each:—

English Language and Literature (9,191).†
Arithmetic (9,156).
History (9,070).
Religious Knowledge (8,794).
Geography (8,196).
French (6,249).
Mathematics (6,035).
Drawing (5,956).
Physics (say 2,500).†
Botany (1,491).
Latin (1,216).
Chemistry (919).
Political Economy, &c. (say 850).†
Hygiene (607).
German (453).

Footnote—continued.
that half the candidates who took Historical Geography combined that subject with one of the others, making a total of about 600 separate candidates who took the section as a whole. Under the section Physics are included Mechanics (367), Heat (1,419), Sound and Light (298), Electricity (536). Candidates can pass in the section as a whole by passing in one division; can only obtain distinction by passing in two; and are not allowed to take more than three. It is probably a fair estimate to suppose that about 2,000 separate candidates entered for some part of the Physics section.

* *See* note * on page 164.

† *See* note † on preceding page. Similar remarks apply to these subjects in the Senior Examination, the figures for the separate divisions being as follows:—*English*: Composition (9,104), Grammar (5,123), Literature (9,191). *Political Economy, &c.*: Political Economy (389), Politics (103), Historical Geography (725). *Physics*: Mechanics (632), Heat (1,179), Sound, Light, and Heat (934), Electricity (656).

Higher Mathematics (271).
Book-keeping (230).
Greek (226).
Music (208).
Italian or Spanish (29).

Here, again, it is seen that practically all the candidates take English, Arithmetic, and History. About 87 per cent. take Geography, about 67 per cent. take French, about 64 per cent. take Mathematics, and about 63 per cent. take Drawing. The number who take one or more Science subjects cannot be ascertained from the published figures. It is worth noting that the number of candidates who take two languages must be exceedingly small. Only 1,216 candidates take Latin, while Greek is almost ignored.

The number of candidates using these examinations is very large, and recent years have seen an enormous increase, particularly in the numbers who take the Senior Local. From 1,940 in 1900, the number of Senior candidates had risen to 10,980 in 1909. The number of Junior candidates has also increased, though not so rapidly, being 4,479 in 1900 and 8,751 in 1909. On the other hand, the number of Preliminary candidates, which rose to its highest (4,256) in 1904, has since then steadily decreased, being only 3,438 in 1909.* This decrease is owing mainly to the action of the Board of Education. Section 5 of the Regulations of 1904 forbade scholars in the first or second year of the course (except by the express permission of the Board) to sit for any external examination except one which comprised the whole school, or one held solely for the award of scholarships or exhibitions. In the current Regulations, this prohibition is applied generally to all pupils under 15 years of age. Local Authorities also appear to be moving in a few cases in the same direction.

As regards the ages of candidates, the Preliminary Examination is confined exclusively to candidates below 16 years of age. Further, only candidates under 14 are eligible for Honours or Distinction. In the Junior and Senior Locals there is no limit of age for ordinary candidates, but candidates are not eligible for Honours or Distinction unless they are under 16† or 19 years of age respectively.

The results of each of the three examinations are published in two lists, Honours and Pass. In both cases the names of the successful candidates are given together with the name of their school and its Principal. In the Honours lists the names of candidates are arranged in three classes, the first two in order of merit‡ and the third in the order of their Index Numbers

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* *See* note * on page 164.

† Raised to 17 for the 1912 examinations.

‡ In and after 1911, the names of those in the Second Class will be placed in "not more than five Divisions."

under the several Centres. The following table shows the number of candidates who obtained Honours in the year 1908:—

	Total No. of Candidates.	Number of Candidates obtaining Honours.			
		1st Class.	2nd Class.	3rd Class.	Total.
Preliminary Local -	3,616	41	60	245	346
Junior Local - -	8,362	253	331	881	1,465
Senior Local - -	9,384	179	258	905	1,342
Totals - -	21,362	473	·649	2,031	3,153

In the Pass Lists are included the names of all other successful candidates. They are arranged in two divisions in numerical order under the several Centres. In the first division are the names of candidates not over 14, 16,* or 19 for the Preliminary, Junior, and Senior respectively. In the second division are the candidates over those ages, who receive Over-age Certificates. At the end of the Pass Lists are separate lists of candidates who (having obtained certificates) earned distinction in individual subjects. The names are given in order of merit. The following table shows the number of distinctions obtained in each subject in each of the three examinations in 1908:—

TABLE SHOWING THE NUMBER OF CANDIDATES OBTAINING DISTINCTIONS IN THE OXFORD PRELIMINARY, JUNIOR, AND SENIOR LOCAL EXAMINATIONS, 1908.

Name of Subject.	Number of Candidates obtaining Distinction.			
	Preliminary.	Junior.	Senior.	Total.
Arithmetic - - - -	9	—	—	9
Religious Knowledge - -	9	76	64	149
History - - - -	10	23	31	64
English - - - -	8	98	89	195
Geography - - - -	2	7	20	29
Latin - - - - -	2	08	30	140
Greek - - - - -	0	28	21	49
French - - - -	15	49	71	135
German - - - -	1	7	11	19
Italian - - - - -	0	3	3	6
Spanish - - - -	0	2	4	6
Mathematics - - -	11	29	45	85
Higher Mathematics - -	0	14	3	17
Botany - - - - -	7	8	14	29
Experimental Science - -	2	4	—	6
Chemistry - - - -	5	18	18	41
Heat - - - - -	1	—	—	1

* Raised to 17 for the 1912 examinations.

Name of Subject.	Number of Candidates obtaining Distinction.			
	Preliminary.	Junior.	Senior.	Total.
Domestic Economy	0	—	—	0
Drawing	6	19	13	38
Physics	—	31	28	59
Music	—	1	4	5
Hygiene	—	0	1	1
Book-keeping	—	0	0	0
Political Economy	—	0	1	1

In addition to the Division Lists, Supplementary Tables are published giving particulars as to the subjects in which each candidate satisfied the examiners. Unsuccessful as well as successful candidates are included in these lists, but the subjects which candidates took, but failed to pass in, are not shown. The Delegates are also prepared, on payment of a small fee, to inform heads of schools of the manner in which their pupils acquitted themselves in the several subjects, and also to place their pupils in order of merit, among themselves, in each subject and on the whole examination. In no case, however, are the actual marks obtained by the candidates made known.

The results of the examinations are also used for various other purposes. The Certificates are accepted, in varying degrees, by Universities and Professional bodies, as exempting the holders from various other examinations. A list of the exemptions granted to successful candidates at the Oxford Locals is given in Appendix D. on pages 329 ff. In a few cases scholarships and prizes granted by schools or public bodies are awarded on the strength of the Senior and Junior Locals. Lastly, the Delegates themselves award four scholarships, each tenable for one year, as follows: One of 30*l.* to the Senior boy candidate who is placed highest in the Honours List; one of 30*l.* to the corresponding girl candidate; one of 10*l.* to the Junior boy candidate who is placed highest in the Honours List; and one of 10*l.* to the corresponding girl candidate.

(ii) *The Oxford Higher Local Examination.*

The Higher Local Examinations are held twice a year, in July and November. The July Examination is held at the same time as the other three Local Examinations, and at any local centre where satisfactory arrangements can be made. The November Examination is held at Oxford and at other places appointed by the Delegates after application has been made on behalf of candidates wishing to be examined.

A fee of 1*l.* 10*s.* is payable to the Delegates on the first time of entry, and of 1*l.* on each subsequent occasion, in addition to local fees.

The subjects of the examination are divided into 11 sections, viz. :—

Arithmetic.

A.—Languages (Latin, Greek, French, German, Italian).	F.—English.
B.—Religious Knowledge.	G.—Music.
C.—Modern History.	H.—Natural Science.
D.—Mathematics.	K.—Geography.
E.—Logic, Political Economy, and Psychology.	L.—History and Theory of Education.

The choice of subjects open to candidates for certificates is much more restricted than in the case of the Preliminary, Junior, and Senior Locals. Arithmetic is obligatory for all candidates. For an ordinary certificate a candidate must pass in three other sections, of which one must be either Languages, or Mathematics, or Natural Science. For an Honours Certificate the rules are the same as regards obligatory sections, but candidates who pass in only three sections (in addition to Arithmetic) must obtain a First or Second Class in two of the three sections. Those who pass in four sections must obtain a First Class in one of them.

Another point which differentiates the Higher Local from the Preliminary, Junior, and Senior is that candidates need not pass in all the subjects required for a certificate at one and the same examination.

As regards the syllabuses, they are on an altogether higher plane, both as regards the quality and quantity of the work demanded, than those of the Senior Locals. In Modern Languages knowledge of the outlines of a period of literature is required, in addition to grammar, translation, and set books. History includes the general outlines of English History, from 1066 to 1837, as well as a set period of either English or Foreign History. In English the outlines of the History of a period of English Literature are set, together with certain prescribed books a knowledge of which postulates a fair amount of accurate general reading. In Natural Science candidates must pass in either Chemistry, or Physics, or Botany. The syllabus in Geography is very comprehensive, and a point is made of the relation of the subject to Natural Science and History. There is a practical examination in Chemistry, but none in any other Science subject nor in Music. In Modern Languages, there is an optional *vivâ voce* examination for candidates who go specially to Oxford for the purpose. In all languages set books are obligatory.

The syllabuses are, of course, drawn up by the Delegates. No alternative syllabuses or special papers are allowed.

There is no limit of age for candidates taking the Higher Local; but the number of candidates is very small, amounting in 1908 only to 282, of whom only 76* obtained Certificates, and

* Excluding those who, although they passed in certain groups, did not complete their certificates, and those who had already gained a certificate and now added to their successes.

of whom 36 were awarded an Honours Certificate. The examination is used almost entirely as a means of admission to the Women's Colleges at Oxford. The only other bodies which actually grant exemptions to the holder of a Higher Local Certificate are the Scottish Universities, the Universities of Wales and Birmingham, the Board of Education, the General Medical Council, and the Royal College of Veterinary Surgeons. In view of the quality of the examination, however, we assume that the only reason why more public bodies have not granted facilities to successful candidates is that there has been no demand for such facilities from the candidates.

(iii) *"School" Examinations conducted by the Oxford Delegacy.*

It has already been explained that the Local Examinations are organised in terms of Centres and not of Schools. Practically the whole of the candidates, of course, come to the examinations direct from schools, and the schools not only prepare their pupils for the examinations, but, as already explained, are enabled, on payment of a small fee, to obtain from the Delegates a certain amount of information as to the way in which their pupils have acquitted themselves in the several subjects in which they pass. But the Local Examinations are not "School" Examinations in the sense in which the Delegates use that word. In a "School" Examination, properly so called, no certificates are given; the examination is held only in such subjects as are selected by the school authorities; the examination papers are prepared on the school syllabuses, either by the Delegates' examiners, or by the teachers themselves subject to criticism by the examiners; similarly the answers are marked either by the staff or by the examiners; in either case the answers are reported on by the Delegates' examiners. The Delegates are prepared to conduct at least a part of the examination *vivâ voce*, and do, as a matter of fact, usually find that the authorities of schools desire that this should be done.

A variant of the School Examination is what is known as a Combined School and Local Examination. Such an examination is conducted partly or wholly by means of papers which are being used simultaneously in the Preliminary, Junior, Senior, or Higher Local Examination, and the school or group of schools is formed into a Special Local Centre. The examination appears to be essentially a Local Examination. Candidates are eligible for certificates on paying the prescribed Local Examination fee, and the superintendence of the examination and the setting and marking of the papers is entirely managed by the Delegates. The examination differs, however, from an ordinary Local Examination in two main respects: pupils who are not candidates for certificates may attend the examination, and further, the worked papers of all candidates may be treated for school purposes; that is to say, the marks obtained are forwarded to the school

and a report is made to the school on the work of all the candidates. The advantages claimed for the system are that pupils who take part in a school examination can obtain a certificate without undergoing a second examination; that examination papers can be supplied much more cheaply than if each had to be set on a special syllabus for each school; and that uniformity of standard is secured. We feel, however, that as a mere matter of fact the examination is not really a school examination at all. It is divorced from the school syllabuses, and the teacher takes no direct part in it. It does not really enable candidates to get a certificate on a genuine school examination, and does not save them from an external examination. It allows them to use an external examination for school purposes. It does not allow them to use a school examination for external purposes. While, however, the Combined School and Local Examination omits the best features of the school examination proper, it admits a much closer relation between the Delegates and the school authorities than the ordinary Local Examination.

The Annual Report of the Delegacy contains a list of 78 schools "examined or inspected" during the year 1909.

Charges are made at the following rates:—For each paper specially set (normally), 15*s.*; for each paper not specially set, or for each Higher Local paper used, 5*s.*; for each Senior or Junior Local paper used, 3*s.* 6*d.*; for each Preliminary Local paper used, 2*s.* 6*d.*; for each exercise looked over, 1*s.*, 9*d.*, 6*d.*, or 4*d.* for Higher, Senior, Junior, or Preliminary Local papers respectively; for other papers, 6*d.* each; for inspecting and reporting upon answers already marked by the staff, 1*l.* per 100 exercises. For a *vivâ voce* examination, 2*l.* 5*s.* per day for each examiner employed.

(iv) *Examinations for School Certificates.*

It will be plain from the above descriptions of the Local and the Combined Local and School Examinations of the Oxford Delegacy that the certificates granted for success in those examinations take no account of the candidates' school record. Candidates may come from a good school, a bad school, or (in the case of Locals) from no school at all. The certificate in fact is a record of examination success, and makes no claim to anything further, except, of course, so far as success in examination may be taken as an indirect indication of training. In order to provide a certificate which shall contain more direct evidence of sound education, the Delegates offer what are known as Junior and Senior School Certificates. The essence of these certificates is that they are only awarded to candidates who have attended continuously during a definite period of time schools which are specially approved by the Delegates for this purpose. An approved school in this connection means one which has been inspected during the last five years either by the Delegates or

by the Board of Education, or by an Inspecting Body accepted by the Delegates, the report on such inspection having been approved by the Delegates as satisfactory. It is hardly necessary to point out that the admission of inspection as one of the conditions in which the certificate is granted introduces a vitally important factor into the scheme.

The following brief account of the conditions on which these school certificates are granted will show the general nature of the scheme.

The Junior School Certificate is awarded to candidates who (1) have attended continuously for two years at least one or more schools approved for the purpose, and (2) have passed the Junior Local Examination in certain subjects, viz., (1) Dictation; (2) Arithmetic; (3) English Language and Literature, including Composition; (4) at least one language (Latin, Greek, French, German, Italian, or Spanish), together with at least three other sections, which must be selected from not less than two of the three following groups, viz., *Group* I., Religious Knowledge, History, Geography, Political Economy; *Group* II., Mathematics, Higher Mathematics; *Group* III., Botany, Experimental Science, Chemistry, Physics.

A Senior School Certificate is awarded to candidates who (1) have attended continuously for three years at least one or more approved schools, and (2) have passed the Senior Local Examination in a number and combination of subjects practically the same as those for Junior candidates (but not including Dictation), and (3) are not under 16 years of age.

In the case both of Junior and Senior School Certificates, if candidates have taken a sufficient course of instruction in Geometrical Drawing and Practical Drawing and in Practical Measurements, or have taken a sufficient course of laboratory work in one or more branches of Natural Science, these facts will be recorded on the School Certificate if one is gained. Further, a candidate who has obtained a certificate may have endorsed on it any additional subjects passed by him (in the same grade) whilst still at school.

It may be said generally that a School Certificate differs from an ordinary Local Examination Certificate in these particulars: a pass in at least six* subjects is required, instead of only five*; the combination of subjects is to a large extent laid down by the Delegacy instead of being entirely at the choice of the candidate; continuous residence at an approved school is an essential condition. On the other hand, it resembles the Local Examination Certificate in this, that it is based on an examination which is not a school examination, that is to say, which is not based on the school syllabus and the school methods of teaching.

Since in passing the Junior or Senior School Certificate Examination a candidate necessarily qualifies for a certificate

* *I.e.*, without counting Dictation as a separate subject.

of the corresponding grade in the Local Examination, it follows as a matter of course that he is entitled to all the exemptions which are allowed in respect of the latter. In addition, a candidate who satisfies certain conditions in the Senior School Examination is exempted from Responsions.

The fees are the same as for candidates for the Junior and Senior Locals, with the addition of a special fee of 1*l.* for (any number of) candidates for Junior School Certificates at any one school, and a similar fee for any number of Senior candidates.

The number of candidates for Senior School Certificates in 1908, 1909, and 1910 were respectively 11, 52, and 58, of whom 7, 30, and 23 passed; the numbers of candidates for Junior Certificates in those years were respectively 25, 10, and 5, of whom 8, 7, and 4 passed.

(v) *Army Leaving Certificates.*

Army Leaving Certificates are granted by the Delegates in accordance with a scheme which will be described later. Candidates for these certificates must have entered for a Senior School Certificate, must have taken the papers of the Senior Local Examination in all the necessary subjects, and must have attained such standard of proficiency in them as is required by the Army Council.*

(vi) *Inspection.*

The Delegates are prepared to conduct the inspection of schools, and they issue regulations dealing with the subject. In practice, however, very little is done, the number of schools inspected in 1905 having been 15; in 1906, 5; in 1907, 4; in 1908, 3; in 1909, 6; and in 1910, 8. The Delegates believe that the probable reason for the slow development of this part of their work is the fact that they make a charge for conducting an inspection. The fees are as follows: 4*l.* a day for each day spent in inspection on account of each inspector employed, with a minimum charge of 6*l.* when only one inspector is appointed and a minimum charge of 4*l.* each when more than one is employed. The inspectors' report is prepared without extra charge, but travelling and hotel expenses have to be defrayed by the school authorities.

(b) The Cambridge Local Examinations Syndicate.

We have dealt first with the Oxford Local Examinations merely because chronologically they were the earliest of the University Local Examinations. We have dealt with them in some detail because it did not seem possible otherwise to give an accurate general view of their working. In treating the

* Further information with regard to Army Entrance Examinations will be found on pp. 268 ff. It will be seen that the existing scheme is about to be discontinued, and that the last examination for Army Leaving Certificates will be held in the Michaelmas Term, 1911.

Local and School Examinations of other examining bodies we shall, so far as possible, abbreviate our description by dealing quite briefly with those points in which they do not differ from those of the Oxford Delegacy.

The examinations of the Cambridge Syndicate correspond in their general scope with those of Oxford. They are the Preliminary, Junior, Senior, and Higher Local Examinations, the School, and the Combined School and Local Examinations, and the examinations for Junior and Senior School Certificates, and Army Certificates.

(i) *The Cambridge Preliminary, Junior, and Senior Local Examinations.*

These examinations are held twice a year, in July and December, at Local Centres in various parts of England and Wales. The centres, like those for the Oxford examinations, are established only in places where a local committee has been formed and has made application for the examinations to be held there, and where the amount of the fees reaches a certain minimum. The number of centres is about the same as in the case of the Oxford examinations (*see* Appendix B., pp. 311 ff.).

The normal fees of the Syndicate are the same as those of the Oxford Delegacy, namely, 10*s.* 6*d.* for each candidate for the Preliminary Examination, and 1*l.* for each Junior or Senior candidate. Special fees are charged for special papers on alternative set books and syllabuses, and for an examination in spoken French and German.

The subjects comprised in the examinations are as follows:—

In the Preliminary Local—

Compulsory.

(1) Writing from Dictation.
(2) Arithmetic.

Optional.

(1) Religious Knowledge.
(2) English.
(3) English History.
(4) Geography.
(5) Latin.
(6) French.
(7) German.
(8) Geometry.
(9) Algebra.
(10) Experimental Science.
(11) Chemistry.
(12) Heat.
(13) Botany.
(14) Drawing.

In the Junior Local—

Compulsory.

(1) Writing from Dictation.
(2) Arithmetic.

Optional.

(1) Religious Knowledge.
(2) English Language and Literature.
(3) History and Geography.
(4) Latin.
(5) Greek.
(6) French.
(7) German.
(8) Spanish.
(9) Dutch.

(10) Mathematics (Geometry, Algebra, Plane [illegible]igonometry, Elementary [illegible]anics).
(11) Elementary [illegible]rimental Science.
(12) Chemistry.
(13) Physics (Heat, Sound and Light, Electricity and Magnetism).
(14) Biology and Physical Geography (Botany, Natural History of Animals, Physiology and Hygiene, Physical Geography).
(15) Book-keeping, Mensuration and Surveying, and Shorthand.
(16) Drawing.
(17) Music.

In the Senior Local, the subjects correspond very closely with those of the Junior Local. The only differences are that Dictation and Elementary Experimental Science are omitted, Agricultural Science is added, and further divisions are introduced into some of the subjects.*

The syllabuses of the subjects of the examinations are drawn up and published by the Syndicate. The following points may be noted. The syllabuses in Religious Knowledge are confined entirely to short selected books. In English, the syllabus of the Preliminary includes (i) Grammar, (ii) Composition, and (iii) alternative set books, of which either Grammar or Composition is compulsory. In the Junior, the syllabus falls under the same headings, but neither Grammar nor Composition is compulsory except for candidates for distinction. In the Senior, Grammar is dropped, and the syllabus consists of (*a*) Composition which is compulsory for candidates for distinction, (*b*) alternative set books, and (*c*) a paper of easy questions testing the candidates' general knowledge of English Literature since 1579 A.D. The syllabus specially mentions that in this last paper, (*c*), the questions will not be limited to text book knowledge. The English History syllabuses are divided into periods, but candidates may take questions from any division of the paper, so that their choice appears to be quite unfettered. The Preliminary syllabus is confined to English History, but Roman History is included in the Junior, and either Roman or Greek in the Senior. In the Junior and Senior Examinations, History and Geography are included under one section. In the former, students cannot pass the section without taking Geography; in the latter, the section is practically divided into three groups, (*a*) History (History of England or History of the British Empire, or Greek or Roman History), (*b*) Geography, (*c*) Political Economy or Logic. As candidates only have to take two of these groups, they can pass the section as a whole though they omit either History or Geography altogether.

In Latin and Greek easy unprepared translation (with a vocabulary of unusual words) is compulsory for all candidates. Set books are also given, and the Syndicate attach great importance to them, though they allow candidates the alternative

* Viz.:—In Mathematics—Analytical Geometry, Differential Calculus and Applied Mathematics (Elementary Mechanics being dropped). In Physics—Experimental Mechanics. In History, Geography, &c.—Political Economy and Logic. In Biology, &c.—Domestic Science.

of unprepared translation of ordinary difficulty and German, the Preliminary syllabus consi translation and questions on accidence; in a certain amount of unprepared translation all candidates; but set books may be taken inst difficult unseen, for which, however, higher mark able. For candidates who take selected books, que be set on historical and geographical allusions, and metre of verse subjects. The Senior paper consists of and translation, with composition as an alternative to th portion of the latter.

In the Science subjects detailed syllabuses are publish can be obtained on application to the Syndicate.

It is worthy of mention that the Cambridge University issues annotated editions of all the set books mentioned i syllabuses of the Local Examinations and prepares a speci of such works.

The examinations are not confined exclusively to paper w Candidates for the Preliminary, Junior, or Senior Examinati can be examined in spoken French or German on payment of fee of 2*s.* 6*d.* apiece (with a minimum fee for any school o group of schools of 1*l.* for each language together with the travelling and hotel expenses, if any, of the examiner or examiners). In 1909 the percentage of Junior candidates in French who took the oral examination was 15·3, and of Senior candidates 15·1. In German the percentages were 10 and 13·9. Candidates who pass in written French or German, and also in the spoken language, have the fact that they passed an oral examination endorsed on their certificates. Success in the oral examination, however, is not necessary for passing in the language, nor even for a mark of distinction, though it is taken into account in determining the place of candidates in the Class List, and is counted towards the mark of distinction in cases where the mark would not be obtained without it. In Chemistry and Experimental Science a practical examination is compulsory for all Junior and Senior candidates taking those subjects, without extra fee, and examinations in these subjects are held only at centres where there is a properly equipped laboratory. In Botany specimens are sent to the examination centres for dissection and description. There is no practical examination in Physics, but the questions are principally such as to test the candidates' knowledge of the subject as gained from a course of experimental instruction.

As in the case of the examinations of the Oxford Delegacy, the syllabuses of the Cambridge Locals are not based on individual school curricula; but examination papers on alternative syllabuses and set books may be set under certain conditions if a fee is paid by the school to cover the extra cost. We are informed that there is always a considerable number of former headmasters on the list of examiners, and that the Syndicate are

constantly receiving from the heads of schools informal suggestions and representations with regard to the examinations, and from time to time invite their opinions on subjects which they have under discussion.

As to choice of subjects, candidates have somewhat less discretion than is allowed in the Oxford Locals. Arithmetic is compulsory for candidates for the Preliminary and Junior and Senior Examinations, and Dictation is compulsory in the two former. At least a part of the section Religious Knowledge must be taken by all candidates, subject to a conscience clause. Further, candidates for the Preliminary Examination must pass in four of the fourteen optional sections enumerated above; they may not enter for more than five of the ten sections 5–14, or for more than two of the four sections 10-13, or for more than eight sections altogether. In the Junior Local, candidates must pass either (*a*) in three of the sections 1–14 (one at least of the three being section 2 or one of the sections 4–9); or (*b*) in two of the sections 1–14, together with two subjects out of any other two of these sections (one at least of the two complete sections being section 2 or one of the sections 4–9). In the Senior Local, candidates must pass in at least three of the sections 1–14, one at least of the three being section 2 or one of the sections 4–9. In the Junior and Senior Examinations no student may enter for more than seven sections, together with a part of an eighth section. In the case of all three examinations it is necessary, in order to qualify for a certificate, to satisfy the prescribed conditions at one and the same examination.

The following tables show the subjects of the examinations arranged in order of the candidates' preference, with the number of candidates who took each. The figures are for the year 1908* :—

Junior Local. (Total Number of Candidates, 9,667.)

Arithmetic (9,665).
Dictation (9,665).
History (9,493).†
Geography (9,443).†
English Language and Literature (more than 9,320).‡
Religious Knowledge (9,112).‡

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* They are taken from the Annual Report of the Syndicate, and, it is understood, refer to the total number of candidates entered, some of whom did not actually attend the examination.

† History and Geography are included in one section, for a pass in which it is necessary to take Geography and one of the divisions of History, of which there are three, viz. :—(*a*) History of England; (*b*) History of British Empire; (*c*) Roman History.

‡ In these cases the correct figures cannot be ascertained from the tables published by the Syndicate, as the number of candidates taking the different divisions of a section are given instead of the number of separate candidates who took the section as a whole.

English Language and Literature.—The number given is the number who took Composition; but candidates had a choice of five divisions, of which

(*continued*)

French (8,073).
Drawing (say 8,000).‡
Mathematics (7,583—at least).‡
Latin (2,747).
Chemistry (1,850) ‡
Physical Geography (1,430).*
Botany (1,284).*
Elementary Experimental Science (1,078).
Physics (1,067).‡
Music (962).
Book-keeping (917).§
German (709).
Physiology and Hygiene (451).*
Mensuration and Surveying (174).§
Greek (171).
Shorthand (170).§
Natural History of Animals (67).*
Spanish 33.

The total number of candidates entered having been 9,667, it is seen that, with two exceptions (although these subjects were compulsory), all took Dictation and Arithmetic. As regards the other subjects, History, Geography, and English were each taken by over, and Religious Knowledge by just under, 95 per cent.; French by about 84 per cent.; Drawing by about 83 per cent.‡; and Mathematics by about 79 per cent. These propor-

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‡ *Footnote—continued.*
they had to take two to pass (or three for distinction), and of which one had to be a book. The numbers taking the separate divisions, were as follows:—(*a*) Composition (9,320); (*b*) and (*c*) Books (9,077); (*d*) Books (1,420); (*e*) Grammar (8,622). No candidate could take both (*b*) and (*c*) nor more than three subjects altogether. It is, therefore, certain that the number taking this section was in excess of that given above.

Religious Knowledge.—This is the number who took the Gospel, together with those who took Kings (Jewish students only). This division, with one of four others, was necessary for a Pass in this section.

Drawing.—This section is divided into four subjects of which two are required for a Pass. The numbers in the separate subjects are as follows:—(*a*) Freehand (6,894); (*b*) Model (6,195); (*c*) Geometrical (2,975); (*d*) Elementary Design (825). A candidate was not allowed to take both (*c*) and (*d*). Supposing each candidate had taken two subjects and only two, the number of individual candidates would have been about 8,500.

Mathematics.—This section has four divisions, of which each candidate must pass in Geometry and Algebra. The number given above is that of the candidates who took Algebra, which was in excess of the number who took Geometry. The numbers were as follows:—(*a*) Geometry (7,206); (*b*) Algebra (7,583); (*c*) Trigonometry (1,113); (*d*) Mechanics (291).

Chemistry.—Candidates had to pass in both Theoretical and Practical Chemistry. The numbers were (*a*) Theoretical (1,850), as given above; (*b*) Practical (1,701).

Physics.—Candidates had to pass in two out of three subjects. The numbers were as follows:—(*a*) Heat (1,067), given above; (*b*) Sound and Light (362); (*c*) Electricity and Magnetism (702).

* These four subjects are all contained in one section, called "Biology and Physical Geography."

§ These subjects are all contained in one section; only one subject is needed for a pass; no candidate may take both Shorthand and Mensuration.

‡ *See* footnote commencing on page 177.

tions are for the most part very similar to those noticed in the case of Oxford (*see* page 165).

Senior Local. (Total number of candidates, 7,363.)*

Arithmetic (7,362).
English Language and Literature (7,130—at least).†
History (6,995).‡
Geography (6,728).‡
Religious Knowledge (6,652).†
French (5,134).
Drawing (say 5,000).†
Mathematics (4,534—at least).†
Physical Geography (1,514).§
Latin (1,416).
Physics (say 1,400).†
Chemistry (1,187).†
Botany (1,063).§
Music (767).
German (465).
Physiology and Hygiene (375).§

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* *See* note * on page 177.

† *See* footnote ‡ on pages 177 and 178. Similar considerations apply to the figures for the Senior Locals, but the following additional notes may be useful:—

English Language and Literature.—The numbers who took the separate divisions of this section were:—(*a*) Composition, 7,130; (*b*) and (*c*) Books, 7,059; (*d*) and (*e*) Books + general paper, 5,100. No candidate could take both (*b*) and (*c*), or both (*d*) and (*e*).

Religious Knowledge.—This is the number who took either the Gospel or the Acts (+ Jewish students who took Kings). One of these two divisions, together with one of three others, was required for a pass in this section.

Drawing.—There are five subjects in this section in the Senior. The numbers in the separate subjects were:—(*a*) Freehand, 4,268; (*b*) Model, 3,890; (*c*) Perspective, 119; (*d*) Design, 836; (*e*) Memory, 1,433. Candidates had to take two subjects to pass in the section and were not allowed to take more than one of (*c*), (*d*), (*e*). Supposing each candidate had taken only two subjects, the total number of candidates would have been about 5,300.

Mathematics.—The numbers in the separate subjects, of which there are six, and of which, in order to pass in the section, it is necessary to take both (*a*) and (*b*), were as follows:—(*a*) Geometry, 4,487; (*b*) Algebra, 4,534 (as above); (*c*) Trigonometry, 1,376; (*d*) Analytical Geometry, 132; (*e*) Differential Calculus, 85; (*f*) Applied Mathematics, 310.

Physics.—The numbers in the four separate subjects, of which two were required for a pass, were:—Experimental Mechanics, 308; Heat, 1,214; Sound and Light, 859; Electricity and Magnetism, 571. If each candidate took two subjects only, the total number of candidates would have been about 1,500.

Chemistry.—The separate figures were:—(*a*) Theoretical, 1,187; (*b*) Practical, 1,076.

‡ These subjects are all included in the one section, "History, Geography, &c." History is in three divisions—History of England, History of British Empire, Roman History. No candidate may take more than one of these three divisions.

§ *See* footnote * on page 178.

Book-keeping (251).*
Logic (215).‡
Political Economy (171).‡
Greek (127).
Shorthand (61).*
Mensuration and Surveying (61).*
Spanish (44).
Agricultural Science (37).
Natural History of Animals (23).§

The total number of candidates was 7,363. With one exception, all took Arithmetic (the compulsory subject). About 97 per cent. took English; about 95 per cent. took History; about 91 per cent., Geography; about 90 per cent., Religious Knowledge; about 70 per cent., *French*; about 68 per cent., Drawing (if the estimate be fairly accurate)†; about 62 per cent., Mathematics.

The total number of candidates who now take the Cambridge Examinations (*i.e.*, 22,739 in 1909)‖ corresponds very closely to the number taking the Oxford ones, though the total is apportioned somewhat differently among the three examinations. Full statistics extending over a number of years are given on page 375. It will be sufficient here to mention that in the year 1909, 4,758 candidates took the Cambridge Preliminary, 9,950 took the Junior, and 8,031 took the Senior.

The age limits for candidates are the same as those for the Oxford Locals.¶

The results of the examinations are published with great fulness of detail. Separate lists for boy and girl candidates are issued in each case. Successful candidates are divided into five classes. The first three are Honours classes, the fourth includes candidates who are under 14, 16, and 19 years of age for the Preliminary, Junior, and Senior Local respectively, and the fifth includes over-age candidates. In all five cases the candidates are arranged in alphabetical order under the various centres. After the name of each candidate is added the name of his school (if any) and the name of the schoolmaster. In addition to these class-lists, information is published as to the distinctions earned in individual subjects by Junior candidates under 16 and Senior candidates under 19. In these lists the candidates are arranged in order of merit. Distinctions are also given in the Preliminary Local, but the names of candidates who obtain them are not published in a separate list.

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* These subjects are contained in one section, in which each candidate must pass in Book-keeping, and one of the other two, of which only one may be taken.

† *See* footnote † on page 179.

‡ *See* footnote ‡ on page 179.

§ *See* footnote * on page 178.

‖ It is understood that this is the total number entered, and that not all of them actually attended the examinations.

¶ But the age for Honours in the Junior Examination remains 16 in 1912 (*see* footnote † on page 166).

The following table shows the number of candidates who obtained Honours at the examinations in 1908:—

Examination.	Total Number of Candidates.			Number of Candidates who obtained Honours.*											
				First Class.			Second Class.			Third Class.			Total.		
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.
Preliminary -	2,758	1,920	4,678	45	13	58	94	41	135	143	89	232	282	143	425
Junior - -	5,691	3,976	9,667	282	38	320	273	80	353	393	197	590	948	315	1,263
Senior - -	3,260	4,103	7,363	142	27	169	210	108	318	280	180	460	632	315	947

* Not including Colonial candidates.

The following table shows the number of candidates who obtained distinctions in the Preliminary, Junior, and Senior Local Examinations, 1908:—

Name of Subject.	Number of Candidates obtaining Distinction.†			
	Preliminary.	Junior.	Senior.	Total.
Arithmetic - - - -	—	76	—	76
Religious Knowledge - -	81	419	198	698
English - - - -	66	346	89	501
„ History - - -	37	72	49	158
History of the British Empire	—	5	31	36
Roman History - - -	—	4	4	8
Geography - - - -	101	143	46	290
Political Economy - -	—	—	5	5
Logic - - - - -	—	—	4	4
Latin - - - - -	15	74	47	136
Greek - - - - -	1	13	7	21
French - - - - -	88	329	144	561
German - - - -	6	38	21	65
Spanish - - - -	—	—	—	—
Dutch - - - - -	—	—	—	—
Mathematics - - -	—	153	—	153
„ Pure - - -	—	—	56	56
„ Applied - -	—	—	8	8
Geometry - - - -	19	—	—	19
Algebra - - - -	28	—	—	28
Experimental Science - -	6	18	—	24
Chemistry - - - -	2	32	81	115
Physics - - - -	—	20	27	47
Heat - - - - -	2	—	—	2
Agricultural Science - -	—	—	1	1
Botany - - - - -	13	9	23	45
Natural History - - -	—	2	—	2
Physiology and Hygiene -	—	4	7	11
Physical Geography - -	—	7	11	18
Bookkeeping - - -	—	18	19	37
Mensuration and Surveying -	—	9	3	12
Shorthand - - - -	—	4	8	12
Drawing - - - -	9	90	102	201
Music - - - - -	—	43	12	55

† Colonial candidates are included in this table.

In addition to the Class Lists, supplementary lists are issued which show in detail the subjects which every candidate took, and those in which he failed or succeeded. Further, the Syndicate are prepared to give to the principals of schools information about the work of their pupils similar to that given by the Oxford Delegacy.

A list of the exemptions from other examinations which can be obtained by success in the Cambridge Local Examinations is given in Appendix D. on pages 337 ff.

A few scholarships, prizes, and medals are awarded on the results of the Junior and Senior Local Examinations. St. John's College, Cambridge, gives *two exhibitions* of 30*l.* a year for two years to candidates in the Senior Local, and the Trustees of the Reid Fund (Bedford College, London) give a scholarship of 30 guineas for three years to a girl candidate in the Senior Local. The Syndicate themselves give a scholarship of about 40*l.* a year for three years, tenable at Cambridge. The Syndicate also give prizes, both in July and December, to the four candidates who stand highest in the First Class of the Senior and Junior boys and the Senior and Junior girls, 12*l.* to each of the Seniors and 8*l.* to each of the Juniors. The Royal Geographical Society offer four silver medals a year for success in Geography and Physical Geography combined.

(ii) *The Cambridge Higher Local Examination.*

The Cambridge Higher Local Examinations are held twice a year, in June and December. The arrangements for centres and fees are generally similar to those of the Oxford Delegacy. Whereas, however, the Oxford Higher Local is open to candidates of any age, irrespective of their having passed any previous examination, the Cambridge Higher Local is only open to candidates who are either 17 years of age or have obtained an Oxford or Cambridge Senior Local Certificate, a Higher Certificate of the Oxford and Cambridge Schools Examination Board, or a London Matriculation Certificate.

The subjects of the examination are—

Group R.—Religious Knowledge.
„ A.—English.
„ B.—Languages (Latin, Greek, French, German, Italian).
„ C.—Mathematics (Arithmetic, Geometry, Algebra, Plane Trigonometry, Conic Sections, Statics, Dynamics, Hydrostatics, Astronomy, Differential and Integral Calculus).
„ D.—Logic, Psychology, Political Economy, History of Education.
„ E.—Science (Elementary Chemistry and Physics, Chemistry, Physics, Botany, Zoology, Physiology, Geology).
„ F.—Music.
„ G.—Geography (Physical, Political, and Economic Geography, the History of Geography).
„ H.—History (English History, general and special, European History, Greek History, Roman History).

The choice of subjects open to candidates is limited only by the following regulations. All candidates must satisfy the examiners in Group B or C. "For an Honours Certificate, a candidate either (*a*) must satisfy the Examiners in Elementary Arithmetic and in three of the Groups R, A, B, C, D, E, F, G, H, and obtain a First or Second Class in two of the three groups required, or (*b*) having obtained Honours (*i.e.*, a First, Second, or Third Class) in the Cambridge Local Examination for Seniors, or a Higher Certificate of the Oxford and Cambridge Schools Examination Board with distinction in two subjects, must obtain a First or Second Class in two of the Groups R, A, B, C, D, E, F, G, H, provided that a candidate who presents a Higher Certificate of the Oxford and Cambridge Schools Examination Board which does not include Elementary Mathematics shall also satisfy the Examiners in Arithmetic. For an Ordinary Certificate, a candidate must satisfy the Examiners in Elementary Arithmetic and in three of the groups R, A, B, C, D, E, F, G, H. Certificates in the Cambridge Senior Local Examination and the Oxford and Cambridge Schools Examination Board give no exemption from this rule."

As in the case of the Oxford Higher Local, the subjects required for a Certificate need not all be taken at one and the same examination.

The syllabuses in the various subjects of the examination are of an advanced order. It may be noted specially that there are more opportunities for practical examinations in Science than are offered by the Oxford Delegacy. In Chemistry a practical examination is (as in the Oxford Examination) obligatory where the accommodation of the centre allows it. In Botany, Zoology, and Geology candidates are required to describe and identify specimens. Further, in all subjects except Elementary Physics and Chemistry, there are practical laboratory examinations at Cambridge, which are open to all candidates who desire to take them, whether they take the rest of the examination at Cambridge or elsewhere. They are not compulsory, and success in them does not affect a student's place in the Class List in Group E, and is not required for the mark of distinction in the various subjects. But it secures a special mark in the Class List. In French and German an oral examination, at a limited number of centres, is on much the same footing as the voluntary practical examination in Science subjects. There is no practical examination in Music. Set books are not obligatory in any language, except to a small extent in Italian, but are optional in all.

The number of candidates who took the Cambridge Higher Local in 1908 was 1,041, and the number who qualified for certificates was 177.* Speaking generally, the candidates

* Excluding those who, although they passed in certain groups, did not complete their certificates, and those who had already gained a certificate and now added to their successes.

come from the higher Forms of girls' schools, and the examination is used mainly as an avenue to the University. It has this advantage, from their point of view, that it can be taken piecemeal, and that it includes no Greek. The examination, in fact, has in girls' schools very much the position of the Higher Certificate of the Oxford and Cambridge Schools Examination Board in Public Schools for boys; but it is claimed that the Higher Local is a more difficult examination, except in Classics, to which, of course, less time is given in girls' schools than in the great Public Schools for boys.

As regards the standard of the examination, it is of a much higher character than the Senior Local, being, so we are informed, rather of the nature of a University Intermediate Examination, or even, in some subjects, of a Final Examination for a Degree.

(iii) *"School" Examinations conducted by the Cambridge Syndicate.*

The Syndicate are prepared to examine schools, by means either of pure "School" examinations or by "School" examinations and Local examinations combined. The system is very similar to that of the Oxford Delegacy already described, and does not require separate description.

The number of schools examined by the Syndicate in 1909 was 76.

(iv) *School Certificates and Army Leaving Certificates.*

The arrangements made by the Syndicate for granting Junior and Senior Certificates, and for Army Leaving Certificates, are practically identical with those of the Oxford Delegacy as regards both the subjects and method of the examination and the attendance qualification. No detailed description of them, therefore, is necessary here.

The number of candidates for School Certificates in 1908 was only 4, and in 1909 there were no entries at all; in 1910, however, 23 candidates entered for Junior, and 24 for Senior School Certificates, the numbers successful being 7 and 9 respectively.

(v) *Inspection.*

Inspection of schools, as distinct from examination, was started by the Syndicate in 1882. As a matter of fact, the examination of schools, as conducted by the Syndicate, includes a good deal of inspection, and very few schools ask for inspection as apart from examination, especially now that the Board of Education undertakes inspection free of charge. The number of schools inspected by the Syndicate in 1905 was 3;

in 1906, 6; in 1907, 2; in 1908, 6; and in 1909, 7. The Syndicate conducted no inspections, pure and simple, in 1910. The fee charged by the Syndicate for inspection varies, of course, according to the size and curriculum of the school, the minimum fee being 5*l*. If the inspection occupies one inspector for two days, or two inspectors one day, the fee is 8*l*. These fees do not include travelling and hotel expenses.

(c) The Oxford and Cambridge Schools Examination Board.

The Oxford and Cambridge Schools Examination Board, commonly known as the Joint Board, conducts several examinations, which may conveniently be grouped under three heads.

(1) Firstly, they conduct a "School" Examination, that is, an examination proper to an individual school, on which no certificates are given.

(2) Secondly, they conduct Higher and Lower Certificate Examinations. The examinations are held (*a*) at schools which desire that the papers shall form part of a "School Examination, and (*b*) "at Oxford, Cambridge, or such other centres as the Board may appoint." In practice, such centres are nearly always schools. The Higher Certificate Examination is intended for pupils of about 18 years of age, and the Lower for pupils of about 16.

(3) Thirdly, the Board hold an examination for "School Certificates," for pupils of about 17 years of age. Such examinations are, as a rule, held at inspected schools, and no candidates are eligible for certificates who have not been in attendance for three years. This School Certificate is accepted by the Army Council as an Army Leaving Certificate.*

The Certificate Examinations may be combined with "School Examinations," and the certificate papers may then be used by pupils who are not candidates for certificates. The Joint Board are prepared to accept the co-operation of the school staff in such portions of the examinations as are not used for obtaining certificates. Examinations for certificates are conducted entirely by the Board's examiners.

In all examinations, whether for certificates or not, the Board are prepared to grant alternative papers, either on different subjects or under different schedules, or to be set at different times, where the subjects or times presented do not suit the convenience of a particular school, provided that the additional expense so incurred is borne by the school.

(i) *"School" Examinations conducted by the Joint Board.*

School Examinations held under the authority of the Joint Board may be held at any time of the year, and may include as

* But *see* footnote * on p. 173.

many or as few subjects and cover as many or as few classes as the school authorities choose. The examination follows the syllabus of the school, and as a rule allows the co-operation of the masters of the school in setting and marking the examination papers. An exception, however, is made in the case of the examination of the highest division of the school, when the examiners report on the general work of that division, and, if required, place the boys in order of merit, and award exhibitions, scholarships, and prizes. In such a case the examination is conducted exclusively by the Board's examiners, provided the statutes of the school permit.

The School Examination is conducted partly *viva voce*, except where the Board authorise the examiners to dispense with this mode of examination.

When the examination is over the School Examiners make a report upon it to the Joint Board, who afterwards send a report to the Governors and headmaster of the school.

The number of examiners required and the length of the examination is fixed in each case by the Joint Board after communication with the authorities of the school. The cost of the examination, including the expense of printing the papers and the salaries of the examiners, is settled on a fixed scale. An estimate is sent to the school before the arrangements of the examination are finally concluded.

The schools which utilise the School Examinations of the Joint Board are Secondary Schools which have a regularly constituted Governing Body, or which prepare a fair proportion of their boys for the Universities, or which in any other way give evidence of providing an education of the highest grade.

The manner in which the School Examinations of the Joint Board may be combined with the Higher or Lower Certificate Examinations, or the School Certificate Examination, will be described in the following sections.

The number of schools examined by the Joint Board in the year 1908–9 was 188, but this number includes all the schools at which examinations were held, whether the whole school, or select Forms, or only candidates for certificates were examined; it also includes two schools where the only examination was of a *vivâ voce* character. The number of pupils examined, who were *not* candidates for certificates, was about 5,600.

(ii) *The Higher and Lower Certificate Examinations.*

(*a*) The Higher Certificate.

The Higher Certificate Examination is held once a year in July at every school of which the authorities desire that the examination shall form part of a School Examination, and at Oxford, Cambridge, or such other centres as the Board may appoint. The examination is open both to boys and girls, but

somewhat for the two sexes. We will take the case of boys first.

Every candidate for a certificate must pay a fee of 2*l.* on the first occasion. Candidates who have already obtained certificates are admitted to a subsequent examination upon payment of a fee of 1*l.* 10*s.* Candidates who wish to obtain exemption from Responsions, the Previous Examination, and the London Matriculation Examination, although they do not obtain a Higher Certificate, pay an extra fee of 5*s.* to cover the expense of a special examination of their answers to ascertain if they have reached the necessary standard for exemption.

The subjects comprised in the Higher Certificate Examination are as follows:—

Group I.

(1) Latin.
(2) Greek.
(3) French.
(4) German.
(5) Spanish.
(6) Arabic.

Group II.

(1) Elementary Mathematics.
(2) Additional Mathematics.

Group III.

(1) Scripture Knowledge.
(2) English.
(3) History.
(4) Geography.

Group IV.

(1) Natural Philosophy (Mechanical Division).
(2) Natural Philosophy (Physical Division).
(3) Natural Philosophy (Chemical Division).
(4) Natural Philosophy (Experimental Science).
(5) Physical Geography and Elementary Geology.
(6) Biology.

Candidates must, at one and the same examination,* satisfy the examiners in at least four subjects, which must as a rule be taken from not less than three different groups. They may not take more than six subjects (Elementary and Additional Mathematics being reckoned for this purpose as one).

The syllabuses of the various subjects are left very wide. The following points may be noted. Set books are not compulsory in Languages. Oral French and German are optional and are not necessary for a pass in either language. Success in the oral examination, however, is noted on the certificates of candidates who pass in the language as a whole, and, in and after 1912, no candidate will obtain distinction unless he satisfies the examiners in the oral test. The syllabus in English consists of Prose Composition and portions of authors to be specially prepared. The papers on the set books contain questions on Grammar, but the syllabus appears to give candidates no opportunity for obtaining credit for general reading except so far as it finds scope in the essay paper. In History, candidates have the option of taking periods of English, Roman, or Greek History. Geography may be taken as a separate subject, or as

* But *see* later as regards special provision for girls.

a composite subject combined with History. But even candidates who take History as a separate subject are required to have such a knowledge of geography as is necessary for the study of the selected period of History. There are practical examinations in Chemistry, Physics, and Mechanics. In Geology and Biology the examination includes the recognition of the principal fossil genera and the examination and description of an actual plant.

A school which takes the Higher Certificate Examination as part of a School examination may submit for the approval of the Joint Board alternative books or periods or special schedules, and may have special papers set on the basis of its own curriculum if the proposed alternatives are considered at least equivalent to those specified in the Board's syllabuses, and provided that the entire expense involved be defrayed by the school authorities.

The above description applies primarily to boys. The regulations for girls differ in the following respects :—Girl candidates for Higher Certificates may take the examination in two portions, being required at each examination to satisfy the examiners in at least two subjects. The fee may be divided also between two examinations. Candidates who satisty the examiners in two or more subjects receive a Letter stating the subjects in which they have passed. Those who desire to qualify for admission at Oxford to the University Examinations for the Degrees of Bachelor of Arts, Bachelor of Music, and Doctor of Music, although they do not obtain a Higher Certificate exempting them from Responsions, pay an additional fee of 5*s*. Further, Italian, Music, and Drawing, subjects not included in the boys' list of subjects, may be offered by girl candidates.

The number of candidates who are examined annually for Higher Certificates is considerable, the actual figures being 1,324 boys and 1,037 girls in 1909. Of the girls, 527 candidates were dividing their examination into two parts and were entering for the first part only.

The names of candidates who are successful in their examination are published in one Class List in alphabetical order, with letters showing the subjects in which they passed or obtained distinction. A separate list of all the candidates who obtained distinction in any subject is also published, also in alphabetical order, with letters to show the subjects in which the distinction was gained. In each list boys and girls are given separately, and in every case the name of their school is added. Supplementary tables are also issued, giving the subjects in which all candidates, whether successful or not in the whole examination, satisfied the examiners or obtained distinction.

The Joint Board publish statistics showing the number of candidates who offered each subject of the Syllabus at the examination in any year. But, as many of the candidates divide their examination and offer only half their subjects at a time, it is not

possible to judge from these statistics what subjects are offered by candidates in the course of their whole examination. The following figures, however, show the relative position of the various subjects. At the examination in 1909 there were 1,324 boys and 1,037 girls; of the latter 527 were taking the first part of their examination, while the remainder were either taking their examination undivided or were taking the second half. The following list of subjects shows the order of the candidates' preference. Of the figures given opposite to each subject the first is the number of candidates who took the subject, the second is the number who obtained distinction :—

Mathematics (Elementary)	1,858	–	Natural Philosophy (Physical).	196	13
French - - -	1,505	71	Natural Philosophy (Mechanical).	179	21
History - - -	1,408	59	Drawing - - -	140	10
Scripture Knowledge -	1,166	57	Physical Geography -	41	1
English - - -	1,143	48	Music - - - -	38	7
Latin - - - -	1,097	43	Geography - - -	20	1
English Essay only -	1,042	–	Experimental Science -	16	–
Greek - - - -	885	50	Spanish - - -	10	3
Mathematics (additional).	615	54	Arabic - - -	9	2
Biology - - -	334	28	Italian - - -	5	–
Natural Philosophy (Chemical).	242	13	History and Geography (Composite).	4	–
German - - -	241	26			

No prizes or scholarships are given by the Joint Board to successful candidates for Higher Certificates. Such candidates, however, are entitled to exemption from many public examinations, a list of which is given in Appendix D. on pages 343 ff.

(*b*) The Lower Certificate.

The Lower, like the Higher, Certificate Examination is held in July of each year at every school of which the authorities desire that the papers shall form part of a School Examination, and at Oxford, Cambridge, or such other Centres as the Board may appoint. The examination is taken both by boys and girls, and the published regulations of the examination apply generally to both sexes; but girl candidates may pass the examination in two portions.

The fee is one guinea for each candidate examined in his own school. An additional fee of 10*s.* must be paid for every candidate examined elsewhere. Further, the school must pay not less than a guinea a day for the services of the Supervisor, and must also pay his travelling expenses and provide for his entertainment. A girl candidate entering for three or four subjects only pays a fee of 10*s.* 6*d.*

The subjects comprised in the Lower Certificate Examination correspond generally with those of the Higher Certificate Examination, and are similarly grouped; but Arithmetic is substituted for Elementary Mechanics, English History for

History, and Botany for Biology, while Physical Geography and Elementary Geology are dropped altogether. On the other hand, candidates may also offer Geometrical or Model Drawing.

Candidates for certificates must, at one and the same examination,* satisfy the Examiners in five subjects taken from not less than three groups, of which Groups I. and II. must be two. Drawing may not be one of the five subjects.

The syllabuses of the various subjects are of course easier than those of the Higher Certificate, though drawn on similar lines. The following points may be noticed. In Languages there are no set books, neither optional nor compulsory. The syllabus in English includes Grammar, Easy Composition, Dictation, and portions of authors to be specially prepared. The syllabus in History is *confined* to one period of English History. Geography and History may be offered as a composite subject. There is no oral examination in modern foreign languages, but there are practical tests in Science.

Alternative books and periods or special schedules may be offered by schools which are prepared to pay for special examination papers.

The names of successful candidates are published in a single class list, in alphabetical order, boys and girls, however, being given separately. There is no Honours List and there are no distinctions, but there are two classes in each separate subject, and the published class list indicates whether successful candidates obtained a first or second class in each subject in which they passed. Supplementary tables show the individual subjects in which all candidates, whether successful or not in the whole examination, satisfied the examiners, and the class which they obtained in each subject.

At the examination in 1909 there were 1,087 candidates, of whom 958 were boys. The following figures show the choice of the candidates in 1909, the number against each subject being the number of candidates who offered it for examination :—

Arithmetic	1,080	German	225
French	1,047	History and Geography (combined).	97
Additional Mathematics	1,029		
English History	847	Mechanics and Physics	57
English	791	Botany	47
Latin	755	Experimental Science	34
Scripture Knowledge	750	Chemistry and Mechanics	27
Greek	431	Geometrical Drawing	24
Geography	288	Arabic	16
Physics and Chemistry	247	Spanish	15

Of the 1,087 candidates, 593 were successful in obtaining Lower Certificates. There were 7,807 entries altogether for different subjects, and the number of First Classes granted was 1,308, and of Second Classes 3,953.

When a whole Form, or not less than 15 boys in a Form, are examined for Lower Certificates, the examiner reports to the

* Except girl candidates, who may take the examination in two portions.

Joint Board on their work in each paper. A report is afterwards sent by the Joint Board to the Governing Body and headmaster of the school respecting the general work of the boys from that school. A list of the boys is also sent showing the number of marks gained by each boy in each subject.

No prizes are given by the Joint Board to successful candidates for Lower Certificates. The exemptions from public examinations which are granted to successful candidates are enumerated in Appendix D. on page 350.

(iii) *The Joint Board's "School Certificate."*

The School Certificate Examination of the Joint Board is held twice a year, in July and December. The certificate, like the School Leaving Certificates of the Oxford Delegacy and of the Cambridge Syndicate, is only granted to candidates who (1) pass in the required subjects, and (2) have been in attendance for three years, with satisfactory conduct, at one or more schools inspected by the Joint Board, or by the Board of Education, and approved by the Joint Board. It is intended for candidates of about 17 years of age, as a test of general school education, and is accepted as such by many examining bodies and in particular by the Universities and the Army Council.* It may be added that pupils in schools which are not inspected are allowed to enter for the examination, and may, if they pass in the subjects required by Oxford or Cambridge, obtain by this means exemption, wholly or in part, from Responsions or the Previous Examination, though not eligible to receive Certificates.

The subjects of the examination are very similar to those of the Higher Certificate Examination,† and are grouped in the same way. In order to obtain a certificate a candidate must pass, at one and the same examination, in not less than five subjects (of which English must be one) taken from not less than three groups, and at least one subject must be taken from Group I. Further, candidates who take History-and-Geography or Physics-and-Chemistry as composite subjects may not also take the component parts of those subjects separately. A candidate who has already qualified for a certificate may take one or more additional subjects at a subsequent examination, and, if successful, may have the fact recorded on his certificate.

The syllabuses of the various subjects are quite general. There are no set books in Languages. In French and German there is an optional oral examination, and candidates who are successful in the paper work and also in the oral

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But *see* footnote *, p. 173.

† The only differences are as follows:—Spanish and Arabic are omitted, History is confined to English History, and Group IV. consists of the following subjects:—(1) Mechanics, (2) Physics, (3) Chemistry, (4) Physics and Chemistry.

examination have the fact recorded on their certificate if they obtain one. In English, the only compulsory subjects are English Composition and Précis writing, and the reproduction in brief of a passage read to the candidates. Candidates may also, if they wish, take some short portions of specially prepared authors, and, if successful, the fact is noted on their certificate. The History syllabus is confined to English History and includes the outlines from 1066–1832 and a special period. In all branches of Science, candidates must satisfy the examiners in practical work.

Alternative papers may be set for schools which are prepared to bear the additional expense.

The number of candidates who take the examination for School Certificates has grown considerably during the last few years, being 605 in the year 1909. These candidates were all boys. Girls' schools do not take the examination, the authorities appearing to be afraid of encouraging parents to think that girls' education should end at 17. In any case, the Higher Certificate Examination suits them better, as in the first place they can take it in two portions, and secondly, the examination includes separate papers for candidates for a pass or for distinction. For girls' schools which specialise in English and History this arrangement is more convenient.

The fee for each candidate for a certificate is 2*l*. Candidates who already hold a certificate and wish to be examined in additional subjects at a subsequent examination, pay a fee of 10*s*. Candidates seeking exemption from Responsions and the Previous Examination, if not also candidates for a certificate, pay 1*l*. if they offer one or two subjects, 1*l*. 10*s*. if they offer three or four subjects, and 2*l*. if they offer more than four subjects. Candidates examined away from their own school pay 15*s*. extra. In addition to the above fees for individual candidates, the following charges are made to the school:—For the services of a supervisor, not less than one guinea a day, with travelling expenses; for the visit of an examiner in colloquial French or German, 2*l*. The entertainment of the supervisor or examiner must be provided by the school.

The names of successful candidates for certificates are published in a single class list in alphabetical order. The name of the candidate's school is given in each case. Separate lists are published, also in alphabetical order, of candidates who, already holding certificates, have passed in further subjects, and of candidates who took the examination not for the purpose of obtaining certificates but to obtain exemptions from the examinations of Oxford and Cambridge Universities. There are no lists of distinctions, as none are given.

It is not possible to state what are the usual subjects taken by candidates for certificates, as the published figures, which show the number of candidates who take each subject, include not only candidates for certificates but also candidates taking

special parts of the examination for special exemption purposes, and also those who have obtained certificates and are merely taking additional subjects. The following figures, however, give some indication of the candidates' preference. In December 1908 and July 1909 there were 687 candidates. Of these, 559 were candidates for certificates; 94 were candidates in one or more subjects to complete certificates already obtained; 34 were candidates for exemption from Responsions or the Previous Examination without being candidates for the School Certificate. The following is a list of the subjects in the order of the candidates' choice, the number against each subject being the number of candidates who offered that subject:—

Elementary Mathematics - } Additional Mathematics - }	650	Physics-and-Chemistry -	134
English - - - -	588	Chemistry - - -	105
French - - - -	563	Physics - - - -	92
History-and-Geography -	376	Mechanics - - -	74
Latin - - - -	360	English History - -	68
Greek - - - -	229	German - - - -	34
Scripture Knowledge -	302	Geography - - -	22

In all, there were 3,597 entries and 2,329 passes in individual subjects. Of the 563 candidates for certificates, 189 were successful.

The exemptions granted to candidates through the School Certificate examination of the Joint Board are specified in Appendix D. on pages 348 ff. No prizes or scholarships are given by the Joint Board on the strength of the examination, but the marks obtained by candidates can be supplied to the school authorities for several purposes, including, of course, the award of school prizes and scholarships.

The School Certificate specifies the age of the successful candidate, the subjects in which he passed, and his school attendance, together with a note of any course he may have been through in geometrical drawing, practical geometry, practical measurements, or practical work in science.

When all, or not less than 15, of the boys or girls in a Form have been examined, the examiners report to the Board upon their work in each subject. A report is afterwards sent by the Board to the Governing Body and headmaster of the school respecting the work of the boys from that Form.

(iv) *Inspection.*

In addition to its examinations the Joint Board conducts inspections of schools. Some schools are inspected yearly, and others only once in four or five years; but the total number each year is not large, as may be seen by the figures on p. 382. In the year ending October 31st, 1910, the number was 20, while the average for the five years 1906–10 was 14.

The report of inspection is a confidential document, being intended for the use of the authorities of the school alone, and not for publication.

(d) The University of London.

The position of the London University in regard to examinations in Secondary Schools is essentially different from that of the bodies whose work we have been considering. Whereas the latter came into being with the express object of testing the work of Secondary Schools, the London University commenced its examining work solely for its own University purposes, and with no conscious intention of providing a School Examination. The Matriculation examination, though now largely used by pupils who proceed no further with a University course, was intended to be simply an examination for entry into the University. Gradually, however, it came to be used as a kind of popular leaving examination for Secondary Schools—as an end in itself—more or less in the same way as the Local Examinations of Oxford and Cambridge. Statistics are given on page 390 showing the proportion of Matriculants who go on to further University examinations. From these it would appear that about one-quarter of those who matriculate do not enter for the Intermediate Examination. On the constitution in 1902 of the University Extension Board (which was entrusted with the examination and inspection of Secondary Schools), a new scheme was instituted with the object of providing an examination based directly on the needs of Secondary Schools. This examination, which is now called the Senior School Examination,* is very closely related to the Matriculation Examination, the papers being either the same or of the same standard. In the following year the Junior School Examination was started, and, in 1905, the Higher School Examination.

All these examinations are, in the first place, examinations of individual candidates. In addition, however, the University undertakes the complete inspection of schools, the examination of whole schools or whole classes, or combined inspection and examination. In such cases the main portion of the examination takes the form of one or more of the ordinary School Examinations referred to above, and some or all of the pupils may be candidates for certificates, a report being made to the school authorities on the work of the class or of the school as a whole.

It will be seen, therefore, that the examinations of London University which most directly affect Secondary Schools are now of three kinds. In the first place, there is the Matriculation Examination, which, in intention, is a University entrance examination pure and simple, though it has become in addition more or less of a "Local" examination; in the second place, there are the three school examinations (Junior, Senior, and Higher); and in the third place, there are the examinations

* The name first given to it was "School Examination (Matriculation Standard)." The change was made in June 1910, when other important alterations in the Regulations were also made.

and inspections of schools or classes as distinct from individual pupils.

As the Matriculation Examination partakes so largely of the nature of both a "Local" and a "School" examination, and as, moreover, the school examinations of the University are so closely related to it, it will be dealt with here instead of in the later section on University Entrance Examinations.

(i) *The Matriculation Examination.*

This examination is held three times a year, in January, in June or July, and in September. The September examination is held only in London; but the other two may be (and are) held also at provincial centres "upon the application of any City, Institution, or College desiring to be named as a local centre for one or more examinations." In such cases the examinations are carried out simultaneously with those in London, and under the supervision of sub-examiners appointed by the Senate. In 1909 the examination was held at 16 provincial centres in England and Wales in January, and at 33 in June. The whole of the 16 which had the examination in January were centres again in June, so that the total number of centres in England and Wales was only 33. This marks a difference between the London Matriculation Examination and the local examinations of the Oxford Delegacy and the Cambridge Syndicate, each of which have over 300* centres outside London.

The examination fee is 2*l.*, and the full amount is payable upon every re-entry of a candidate who has previously failed.† A candidate who absents himself from the examination is allowed to re-enter within eight months on payment of only 1*l.* Matriculated students desiring to pass in additional subjects may enter on payment of 1*l.* for a single subject, or 2*l.* for two subjects or more. In addition, a local fee varying from 1*l.* to 3*l.* has to be paid to the authorities of provincial centres.

The subjects of examination are placed in 10 groups, as follows:—

I. English.
II. Elementary Mathematics.
III. Optional Languages:
- Latin.
- Greek.
- French.
- German.
- Other Languages.

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* It has already been mentioned that there is often more than one centre under the same examining body in a town. The number of separate towns in which there are centres is only about 250 in the case of each of the bodies in question.

† Unless his first entry was in, or before, January 1902, in which case he may (for the present) be readmitted for a fee of 1*l.*

IV. History:
  Ancient History.
  Modern History.
V. Physical and General Geography.
VI. History and Geography.
VII. Logic.
VIII. Geometrical and Mechanical Drawing.
IX. Mathematics (more advanced).
X. Optional Sciences:
  Elementary Mechanics.
  „ Chemistry.
  „ Physics (Heat, Light, and Sound).
  „ „ (Electricity and Magnetism).
  „ Biology (Botany).
  „ „ (Zoology).
  „ Geology.

The following points may be noted in regard to the syllabuses. The English paper is divided into three parts: (*a*) an essay, to which special importance is attached, and the main object of which is to test power of expression, thought, and arrangement, general reading, and knowledge; (*b*) questions testing knowledge and command of English; (*c*) questions testing general reading and knowledge of English books. In foreign languages (both ancient and modern), the papers include unseen translation from and into the foreign language, and questions on grammar. In Latin, candidates may if they like take an additional paper on Latin Prose; but this does not count towards their success in the examination. In the modern languages a simple essay in the foreign language may be submitted in place of the translation into that language. There are no set books in any language, with the exception of Chinese. The History group consists of two parts—Ancient History and Modern History—each of which counts as a separate subject. The Modern History paper deals with English History from 1485 onwards, with some reference to European and Colonial History. There are no practical tests in science; but the questions aim at ascertaining whether the candidate's knowledge has been acquired by means of observation, experiment, and investigation; in Botany special stress is laid on competence in drawing. There are no regular oral examinations in any subject; but the examiners are not precluded from putting *vivâ voce* questions to any candidate for the purpose of ascertaining his competence to pass.

The syllabuses are prescribed by the University, and are the same for all candidates; they are not related to the curricula of individual schools. But it must be remembered that the function of this examination is to test candidates for entrance to the University, and that it was not meant to be a school examination. The teachers of the schools take no direct part in the examination.

The choice of subjects is much more restricted than in the case of the Oxford and Cambridge Locals. Candidates have

to pass, at one and the same examination, in five subjects, namely:—

(1) English.
(2) Elementary Mathematics.
(3) Latin; or
Elementary Mechanics; or
Elementary Physics (Heat, Light, and Sound); or
Elementary Chemistry; or
Elementary Botany.
(4) and (5) Two other subjects, neither of which has been taken under section (3). If Latin be not taken, one of the other subjects must be another language (either ancient or modern).

The whole of the subjects have already been set out above and need not be repeated here. Candidates who take the combined paper in History and Geography are not permitted to take the separate paper either in Modern History or in Geography. Those desiring to take a language other than the ones named (*i.e.*, Latin, Greek, French, German) have to submit their proposal beforehand for the approval of the Matriculation Board, and must pay a special fee, the amount of which varies with the language selected.

The subjects taken by the candidates at the three examinations in 1908 and the number of candidates examined in each (excluding candidates at Colonial examinations) were as follows:—*

English (all candidates).
Elementary Mathematics (all candidates).
French (5,895).
Chemistry (2,789).
Latin (2,579).
Modern History (1,664).
History and Geography (1,519).
Heat, Light, and Sound (1,154).
Mechanics (862).
Botany (712).
Advanced Mathematics (620).
German (518).
Electricity and Magnetism (366).
Greek (339).
Geography (300).
Logic (143).
Drawing (136).
Ancient History (27).
Spanish (17).
Zoology (15).
Hebrew (12).
Arabic (8).
Portuguese (7).
Chinese (3).
Dutch (2).
Italian (1).
Sanskrit (1).

It appears, therefore, that the whole of the candidates take English and Elementary Mathematics, since these subjects are compulsory for all. In addition, every candidate is obliged to take at least one foreign language (either ancient or modern), and, if not Latin, then at least one subject of science. The figures show that in 1908 about 89 per cent. took French, and about 39 per cent. Latin. Exactly how many individual candidates took one or more divisions of science cannot be ascertained from the figures; but there must have been at least 61 per cent., since that is the proportion who took no Latin. History was taken (separately or combined with Geography) by about

* The total number of candidates to which this table refers is 6,597. The difference between this and the figure given on the next page is due to the fact that the latter includes the candidates at Colonial examinations.

49 per cent., and Geography by about 28 per cent. The subject Drawing, which is confined to plane and solid geometry and machine drawing, was taken by only a very small proportion of candidates.

The candidates for the Matriculation Examination in 1908 numbered 6,669, of whom 4,651 were men and 2,018 women.* The number had remained about the same during the five years preceding; from 1904 to 1907 it decreased slightly each year, but rose again in 1908 to a little above what it had been in 1904; thus in 1904 it was 6,533, and in 1907 only 6,129. During the three years immediately preceding 1904 a remarkable increase took place, the total number of candidates in 1901 having been only 4,198. Prior to this the growth had been less rapid but fairly regular.

As regards the conditions of admission to the examination, candidates must have completed their 16th year at the date of the examination; there is no upper limit of age. The examination is open to men and women alike, the same set of regulations and the same examination papers applying to both. Persons who have once passed the examination are not admitted again, except in additional subjects. Those who have been admitted to the University without passing the Matriculation Examination, and those who have proceeded to further examinations of the University, are not permitted to take the examination subsequently, except for the purpose of satisfying the requirements of a public authority. In such cases no certificate is issued and the names do not appear in the Pass List; but the public authority concerned is notified by the University in case of success. Any person is admitted to take the English paper and a *vivâ voce* test at the Matriculation Examination held in London (but not in the Provinces) on payment of a fee of 2*l.*, and certificates are issued to such as are successful.

The names of successful candidates are published in a supplement to the University Gazette in a list containing two divisions, a First Division and a Second Division, and are arranged in alphabetical order. In each case is given the name of the school (if any) from which the candidate comes. Copies of the list are sent to every college or school from which any successful candidate has immediately proceeded to the examination, and also to candidates who have supplied a stamped addressed envelope. Successful candidates also receive a certificate setting forth the subjects taken by them. Unsuccessful candidates are informed of the subjects in which they have failed. Particulars are not given either to the public or to individual schools or candidates, as to the marks obtained or as to relative position in order of merit in the list; but it

* In 1909 the number was 6,225, of whom 4,358 were men and 1,867 women.

is understood that some information as to the work of candidates may be supplied to scholarship awarding bodies on application. Honours are not now given in connection with this examination, nor are distinctions awarded in individual subjects. Until the examination of June 1903 an Honours list was published in which the names were arranged in order of merit; but after that examination this list was discontinued. The practice of awarding a certain number of exhibitions and prizes on the results of the examination was also abandoned at the same time.

It may be interesting to see the proportions of candidates who pass in each of the two divisions. The following table gives the figures for 1908 :—

Total Number of Candidates.	Successful Candidates.						Unsuccessful Candidates.	
	First Division.		Second Division.		Total.			
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
6,597*	307	4·6	2,295	34·8	2,602	39·4	3,995	60·6

Success in the Matriculation Examination of the London University is accepted for various purposes, either with or without conditions, by certain Universities and professional bodies and by the Board of Education.

(ii) *The School Certificate Examinations of London University.*

In considering the three "School Examinations" of the University of London it will probably be best to deal first with the Senior School Examination, which was the first of the three to be established and which is intimately connected with the Matriculation Examination just considered. Next will follow a description of the Higher School Examination, which marks a further stage in the course of a student who has passed the Senior Examination, and is (for certificate purposes) open only to such as have succeeded in that examination. Last will come the Junior School Examination, which, though second of the three in order of establishment, is in some respects rather different in character from the other two.

(a) *The Senior School Examination.*†

This examination is, in effect, the general Matriculation Examination adapted for use as a school examination. It is

* *See* footnote on p. 197.

† Previously called "School Examination (Matriculation Standard)." *See* footnote on p. 243.

(in the words of the regulations) of a standard which a well-educated boy or girl of the age of 17 may reasonably be expected to reach. Subject to certain conditions, success in the examination entitles a pupil to a School Leaving Certificate when (but not before) he leaves school.

As has already been indicated, this examination was instituted in 1902 when the University Extension Board was constituted and was entrusted with the duty of examining and inspecting Secondary Schools. The Board felt that if a new examination was started something rather different from the existing ones was needed, and an endeavour was accordingly made to bring the new examination into much closer relation with the schools. With this end in view provision was made for the setting of special papers to meet the curricula of individual schools, and for an intimate association between inspection and examination. The examination can only be held in a school which is under inspection by the University or by some body approved by them, and in which the curriculum has received their approval. Further, no pupil is eligible for a certificate unless he has been for two years under instruction at an inspected school. These and other features of the scheme distinguish this examination from the Local Examinations or the London University's own Matriculation Examination, which are held at centres open to all candidates, and are quite independent of the schools. At the same time the examination serves a double purpose in that success in it, in the required subjects, entitles a candidate to registration as a Matriculated Student of the University just as if he had passed the general Matriculation Examination.

The examination is held in July of each year. It may also be held at any other time the University may fix, and in special cases, to meet the wishes of a school or group of schools, the University are prepared to hold an examination at any time desired by such school or schools provided the whole cost be borne by the latter.

The ordinary fee is 2*l.* for each pupil examined; but a further fee of 2*l.* is charged for each paper set specially for a particular school, and candidates who take Higher Standard papers in certain subjects have to pay an additional 10*s.* for each such subject that does not involve a practical examination. Candidates who, having already passed the examination, take additional subjects at subsequent examinations, pay 10*s.* for each subject taken, if no special paper is required to be set. In addition, since inspection is a necessary condition for examination, it should be mentioned that there is a charge of 5*l.* a day for each inspector in addition to travelling and hotel expenses. If the school is not inspected during the year a fee of 5*l.* (which covers the cost of the oral examination in modern languages) is charged, together with the fee and expenses of a Presiding Examiner if it is necessary to appoint one. For a

practical examination in science, involving the presence of an examiner in the school, there is an additional fee of 3*l.*, together with the examiner's travelling expenses, &c.

The list of subjects is the same as that for the Matriculation Examination (*see* pages 195 f.), with the addition of General Elementary Science, Elementary Economics, Economic History, and Drawing (Art). But the combination of subjects required for a pass in this examination is not the same as that required for the general Matriculation Examination. It is possible to qualify for a Senior School Certificate without passing in the Matriculation subjects. If, however, a candidate at the School Examination passes in those subjects (at one and the same examination) he is entitled to be registered without further fee as a Matriculated Student if or when he has attained the age of 16.

To obtain a certificate in the School Examination a pupil must, at one and the same examination, satisfy the examiners in—

(i) Arithmetic,
(ii) English language and literature (including an Essay),

and in not fewer than four subjects as follows:—

(iii) One of the following*:—
- Latin.
- Greek.
- French.
- German.
- Welsh.

(iv) One of the following:—
- Elementary Mathematics.
- „ Mechanics.
- „ Physics (Heat, Light and Sound).
- „ Chemistry.
- „ Botany.
- General Elementary Science (Chemistry and Physics).†
- Logic.
- Physical and General Geography.
- Elementary Economics.

(v) Two of the following:—
- The subjects of (iii) and (iv) above, but the same subject may not, of course, be taken twice over.
- Ancient History.
- Modern History.
- History and Geography.‡
- Geometrical and Mechanical Drawing.
- Mathematics (more advanced).
- Elementary Physics (Electricity and Magnetism).
- Zoology.
- Geology.
- Economic History.
- Drawing (Art).

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* Other languages, if approved, may be taken on payment of a special fee.

† Those who take this subject may not at the same examination take the separate subjects Chemistry or Physics.

‡ Those who take this subject may not at the same examination take the separate subjects Geography or Modern History.

A pupil who has already passed the Senior School Examination may subsequently, while still at school, enter for additional subjects, and, if he passes, have the fact recorded on his Leaving Certificate. The University is further prepared to examine in Music and Drawing and to indicate on the certificate proficiency in these subjects. Information as to the subjects actually taken by candidates is not published.

Any pupil who, without qualifying for a School Certificate, passes in subjects which satisfy the requirements of a public authority, may obtain a document showing the subjects in which the approved standard has been reached; but this is not accepted in lieu of any part of the examination for certificate purposes.

The syllabuses for this examination are those of the Matriculation Examination, and if the examination is held at the same time as the Matriculation Examination the same papers may be used for both. But a school may have papers specially set to suit its own curriculum provided the syllabus proposed is approved by the University as at least equivalent to that for which it is substituted. In such cases an additional fee is required; but if several schools use the special syllabus the extra expense is divided between them. A practical examination may be held in science subjects, also on payment of an additional fee, and is obligatory in the case of students who take General Elementary Science—a subject not included in the general Matriculation Examination. In Chemistry and Physics candidates have to send in their note-books containing a record of their work during the year. In modern languages an oral test is compulsory. Success in it is not essential for a pass, but is recorded on the certificate. It will be remembered that neither practical nor oral test finds a place in the Matriculation Examination.

In the ordinary way a pupil is not admitted to the examination until he has completed his 16th year; but when a whole Form is entered, pupils under 16, but not under 15, may sit, provided that the University reserves the right to withdraw this privilege where the proportion of such pupils in the Form is unusually large, or for any other reason. In any case the certificate itself is not awarded to a pupil below the age of 16. Other conditions of admission to the examination or the award of certificates—viz., the period of school attendance, the approval of the course of study, and the inspection of the school —have been referred to.

As the examination for the Senior School Certificate is based on the general Matriculation examination, which does not profess to be a school examination, it may be useful to give a brief summary of the principal features of the scheme which help to bring the examination into relation with the schools. Most of them have already been mentioned above.

(i) The examination is only open to candidates from schools which are under inspection either by the University or by a body approved by them, and only those are eligible for certificates who have spent a certain time in such schools. Further, each school has to submit for the University's approval a statement of the complete course of instruction at the school and the curriculum of study pursued by the candidates.

(ii) Papers may be set specially on syllabuses submitted by the schools and approved by the University. For this privilege an extra charge is made.

(iii) Papers of a Higher Standard, in not more than two subjects, may be taken in addition to the ordinary papers in those subjects. An extra fee is charged for each Higher Standard paper so taken.

(iv) The choice of subjects is rather wider and is more elastic than that of the Matriculation examination.

(v) Practical examinations may be (in one subject must be) held in science (on payment of an extra fee); and in modern languages an oral test is compulsory, though success in it is not essential for a pass.

(vi) The whole of a Form may be entered for the examination, although some of its pupils* are under the age limit of 16. The University is prepared to furnish a report on the work of a whole Form tested in this way.

(vii) The University also offers to make special reports on the results of the examination, with a view to the award of scholarships or exhibitions.

(viii) The Certificate sets out not only the subjects in which the pupil has passed, but also the curriculum pursued by him at his school, and the time spent there. Further, a pupil who has distinguished himself in any form of manual, artistic, or technical skill, or has displayed any general or special capacity not tested by the examination, may, if desired by the school authorities, have the fact recorded on his certificate; and if, after passing the Senior Certificate Examination, he passes a scholarship or other higher examination, he is entitled to have this stated also.

(ix) The examination may, in special cases, to meet the needs of a particular school or group of schools, be held at any time desired by such school or schools, provided they pay the whole cost of the examination.

(x) While teachers in the schools do not take part in the setting or marking of the papers, it was pointed out to the Committee that a considerable proportion of the University's examiners either are, or have been, teachers, and that the

* Unless the whole Form, or subdivision of a Form (excepting only those who have already passed the examination, or the Matriculation examination, or have obtained exemption from the latter, or are under 15), is entered, only those of 16 or over may take part.

University has held conferences with teachers on the subject of the school examinations.

The examination is comparatively new, and the number of candidates at present is not very large. In the session 1908–9, 814 candidates, of whom 504 were boys and 310 girls, took the examination, which was held in 68 schools. The total number of boys and girls who had taken the examination from its establishment in 1902, up to and including the session referred to, was 2,994. Statistics showing the number presented in each session are given on page 391.

The list of successful candidates is published in a Supplement to the University Gazette. The candidates' names are arranged in alphabetical order under the names of their schools. Distinctions are given in individual subjects, and a candidate who qualifies for a certificate and obtains distinction in at least three subjects (exclusive of Arithmetic) is deemed to have gained Honours, and this fact is indicated in the Pass List. The list also shows those who have qualified for a certificate, those who have satisfied the requirements for Matriculation, and those who merely passed in additional subjects. The order of merit is not published; but, as already pointed out, the University offers to make special reports with a view to the award of scholarships or exhibitions.

The Senior School Certificate is accepted for various purposes, either with or without conditions, by the Universities of Oxford and Cambridge, the Board of Education, the Army Council, and a number of professional bodies.

(b) *The Higher School Examination.*

This examination is intended for pupils who, after passing the Senior Examination, remain at school till 18 or 19 and specialise in certain subjects. As in the case of the examination just considered it is a condition for the award of a certificate that the student shall have pursued an approved course of study at a school under approved inspection, the period of attendance required in this case being three years. And again, certificates are not given to successful candidates until they are about to leave school.

The examination is held in July each year, and may also be held at other times, as in the case of the Senior School Examination.

The examination fee is 3*l.* for each candidate. There are extra charges for schools which have not been inspected by the University during the year, and for practical examinations in Science, as in the Senior Examination.

The subjects of examination are those already set out in the case of the Senior Examination (Arithmetic excepted) and any others approved by the University. A candidate must select three, and not more than four, of these subjects. To obtain the certificate he must pass in at least three of them at one

and the same examination. Should he pass in only one or two subjects he gets no certificate, but has his success noted on his Senior School Certificate.

The University does not publish syllabuses for this examination. The schools presenting candidates are required to submit beforehand for the University's approval a syllabus of work in each subject in which the examination is to be held. It must represent at least a year's work beyond the Senior syllabus in the subject. There is an oral, as well as a written, examination in each modern language, and, if desired, a practical examination in Science may be held at the school on payment of a special fee. The teachers do not take any part either in setting or marking the papers.

The number of candidates taking this examination is at present small. From its institution in 1905 up to and including the session 1908–9, there were only 46 candidates altogether (10 boys and 36 girls). On page 391 will be found the numbers who entered each year.

There is no limit of age for this examination; but a candidate is not admitted, for certificate purposes until not less than two terms after passing the Senior Examination. Where, however, a whole class is entered, it is understood that the examination may be taken by those who have not passed the Senior Examination; but in such cases no certificate is awarded.

The names of successful candidates (with the names of the subjects in which they have passed) are published in alphabetical order under the names of their schools. An asterisk is placed against the name of any subject in which the candidate has obtained distinction. A candidate qualifying for a certificate and obtaining distinction in at least two subjects is deemed to have gained honours.

The exemptions allowed on account of success in the Senior Examination would, of course, be granted to a holder of the Higher School Certificate, since the latter can only be gained by one who has already passed the former. No additional list of exemptions is published.

(c) *The Junior School Examination.*

The Junior School Examination is said to be of the standard which any well-educated girl or boy of 15 may reasonably be expected to reach. Those qualifying for certificates receive them while still at school. It is open (for certificate purposes) only to pupils who have spent two years in an inspected school, or schools, and have pursued a course of study in the subjects of a curriculum approved for the school or schools.

The examination is held in July each year, and, like the Senior Examination, may also be held at other times.

The fee is 1*l.* for each candidate, with an additional charge in the case of a school which has not been inspected by the University within the year.

The subjects of examination are arranged in two alternative courses of study, A and B, and a candidate must, at one examination, satisfy the examiners in at least six subjects from one of them. In each case four subjects are obligatory, and these are the same in both courses, namely:—

(1) English.
(2) History.
(3) Geography.
(4) Arithmetic, with easy applications to scientific, industrial, or commercial problems.

The optional subjects, of which at least two must be selected from one course or the other, are as follows:—

Course A.

(One from each Group.)

(5) Latin, Greek, French, or German.
(6) Mathematics, or an approved Science subject, involving, as far as possible, practical work.

Course B.

(5) General Elementary Science.
(6) Mathematics.
(7) A foreign language.
(8) English Literature.

An oral examination is held in each of the modern languages in addition to the written examination.

The suitability of the combination chosen to the general aim of the school is considered by the University when the school proposes its subjects for the examination. Additional subjects may, with the approval of the University, be included.

There are no published syllabuses for this examination, each school being required to submit for the approval of the University syllabuses of work in the several subjects. But as an indication of the ground intended to be covered, copies of some of the syllabuses already approved may be obtained on application.

In the examination as a whole the teachers do not take any part, but in the subject "English" they have an important place. In lieu of an examination on special set books by the University examiners, a supplementary examination in English Literature is conducted by the University inspectors and the school staff in co-operation. The teachers set the questions (upon books which have been approved by the University) and submit them to the inspectors for approval, and afterwards mark the answers before passing them on for revision by the inspectors. The marks obtained on this paper, however, do not count towards the certificate.

The number of candidates at this examination in 1908–9 was only a little smaller than that in the case of the Senior Examination, though the number of schools from which they came was only half as many. Detailed statistics will be found on page 391. The number of candidates examined in 1908–9 was 682, and the total number since the institution of the examination in 1903 (up to and including the session before-mentioned), 2,848.

There is no age limit for candidates, the only condition of admission being attendance for a certain period at an approved inspected school (or schools). Pupils who do not comply with this condition may be admitted to the examination when it is taken by the whole Form; but certificates are not awarded to such pupils even if successful.

The list of pupils from each school is issued in alphabetical order, the name of each pupil being followed by letters designating the subjects in which he has passed. Distinctions are indicated by asterisks. A candidate who qualifies for a certificate and obtains distinction in at least three subjects is deemed to have gained Honours. The pass lists are not published, but sent only to the schools and the education authorities concerned.

The Junior Certificate is accepted as a preliminary examination by a few professional bodies provided that it includes the required subjects.

(iii) *The Inspection and Examination of Schools.*

The University of London undertakes the inspection and examination of Secondary Schools, as distinct from the examination of individual pupils.

In the session 1908–9 the number of Secondary Schools inspected was 29; in 1907–8, 34; in 1906–7, 31; and in 1905–6, 29. The scheme of inspection was instituted in 1902, and the figures for each year are given on page 392.

The report of inspection, which is sent to the Governors of the school, consists of two parts, viz.:—(1) a general report, which may be published *in extenso* but not otherwise; (2) a confidential appendix containing detailed criticisms and suggestions for the use of the Principal and, if deemed desirable, of the staff.

The charge for inspection is 5*l.* a day for each inspector, in addition to travelling and hotel expenses.

Inspection of a school is a condition for the presentation of candidates for the School Examinations. But in such cases the inspection may be conducted either by the University itself, by the Board of Education, or by some other approved body. On the other hand, it does not appear to be a necessary condition of inspection that the school shall also be examined, though it is probable that most (if not all) the schools inspected by the University also send pupils in for the University's Examinations. If desired, however, or if required by the University, the

inspection may include a review of the ordinary school examination.

The University is prepared (as part of a general inspection or otherwise) to report on the work of a whole class or classes, provided that all the pupils take the papers in one of the School Examinations (Higher, Senior, or Junior). In such cases the answers of those who are candidates for certificates are read and marked entirely by the University examiners; but the others are first read and marked by the school staff and then revised by the inspectors who prepare a report on the work of all the pupils (including the certificate candidates). A charge is made for the preparation of the report at the rate of 3*s.* for each pupil who is not a candidate for a certificate; and in the case of schools which are not under the inspection of the University the minimum fee is 3*l.*

The University is prepared also to report on the work of other classes in which there are no candidates for certificates, and for that purpose will conduct either (*a*) an inspection at the rate of 5*l.* a day for each inspector, or (*b*) an examination with the co-operation of the school staff, in which questions are submitted by the staff for the approval of the inspectors, and the answers marked by the staff and revised by the inspectors. The charge varies with the amount of work, but will not exceed half-a-guinea for each paper set, in addition to which the school must bear the cost of printing or manifolding the papers.

Schools desiring to place themselves continuously under the University for inspection (at such intervals as may be necessary) and for the holding annually of the Senior and Junior School Examinations may do so for an inclusive fee at the following rates:—

5*l.* for schools of not more than 200 pupils;
10*l.* for schools of 200 to 300 pupils;
20*l.* for schools of 300 to 400 pupils;
30*l.* for schools of over 400 pupils;

together with a capitation fee of 2*s.* a term (6*s.* a year) for each pupil in the school—the percentage of pupils to be admitted to the examinations without further fee to be fixed in each case when the arrangement is made. Pupils qualifying for Matriculation in the Senior Examination will in such cases be registered as Matriculated Students without any additional fee. It is suggested that the capitation fee should be charged to the parents as part of the regular school charges.

The University offers to co-operate with Local Authorities by undertaking the inspection of schools under their control, or by reporting generally on the educational conditions and equipment of their areas. Up to the present four authorities of schools have entered into agreement with the University for the regular inspection and examination of all their schools by the University. These authorities are the Local Education Authorities of Surrey, Middlesex, and Swansea, and the Governing Body of the Haberdashers' Aske's schools.

(e) The Northern Universities Joint Matriculation Board.

The Universities of Manchester, Liverpool, Leeds, and Sheffield are required by their Charters to co-operate with one another for the regulation and conduct of Matriculation examinations. For this purpose a Joint Matriculation Board has been formed, composed of representatives of the four Universities, with power to add to their number four persons of educational experience. The co-opted members are at present two headmasters and two headmistresses of Secondary Schools. This Board has conducted the Matriculation examination for these Universities since 1903, but that examination is in reality a continuation of the Preliminary examination of the old Victoria University of Manchester. In addition to the Matriculation examination, the Joint Board has recently established a scheme for the examination and inspection of schools and for the award of School Certificates (in two grades) to individual pupils. Still more recently an examination for a Housecraft Certificate has been instituted. The inspection and examination of a school in the immediate neighbourhood of one of the four Universities may (if the school desires) be delegated to the Senate of that University, but that delegation shall be subject to such conditions as the Joint Board may approve, and no certificate shall be issued without the authority of that Board.

Here again, as in the case of London University, the Matriculation examination is so closely connected with the Joint Board's School examinations, and, further, has itself been used to so large an extent as a school examination that it will be described here instead of in the following section.

(i) *The Matriculation Examination.*

The Matriculation examination of the Joint Board is of course intended primarily as an entrance examination to the University, but it is taken by a considerable number of candidates who have no intention of proceeding to a University. Moreover, it has been used (but not after July 1910) by some schools as a Form examination, and has in that way been taken by pupils who were not even candidates for Matriculation. Further, by arrangement with the Joint Board certain Local Authorities award scholarships on the result of this examination; and pupils who enter for this purpose are not necessarily Matriculation candidates. After July 1910, it ceased to be possible to take it as a Form examination, and it was anticipated that in future those who might have taken it at school would take the new School examination.

The examination is held at the four Universities in July and September each year. The July examination is also held at other centres, besides having been (until July 1910) held at schools as a Form examination.

The ordinary fee is 2*l.*; but a candidate who fails in the July examination may enter again in September of the same year at a reduced fee of 30*s.* The fee for those who take the examination solely for scholarship purposes is 1*l.* only, and is paid by the Local Authority concerned. Such students, if they pass and subsequently desire to enter the University, can do so on payment of an additional fee of 2*l.* Those taking the examination (from the first) both for scholarship and Matriculation purposes pay an inclusive fee of 2*l.*

The following are the subjects of examination, in six of which a candidate must satisfy the examiners (at one and the same examination) :—

(1) Either English Language *or* English Literature.*
(2) English History.
(3) Mathematics.
(4), (5), (6) Three of the following, one of which must be a language :—
(i) Greek.
(ii) Latin.
(iii) French.
(iv) German.
(v). Some other language approved by the Board.
(vi) Either Mechanics or Physics.
(vii) Chemistry.
(viii) Geography (physical, political, and commercial).
(ix) Natural History (plants and animals).

In the faculty of Medicine, Latin is made a compulsory subject, in addition to one other language.

Candidates may take an additional paper in Mathematics (on payment of a fee of half-a-crown), and if they pass have the fact recorded on their certificates.

In the following subjects alternative papers of a higher standard are set at the July examination, and may be taken either by candidates for Matriculation or by students who have already matriculated and are taking additional papers. They generally represent at least one year's study beyond the ordinary papers :—

(1) English Literature.
(2) English History.
(3) Mathematics.
(4) Greek.
(5) Latin.
(6) French.
(7) German.
(8) Mechanics and Physics.
(9) Chemistry.
(10) Either Botany or Zoology.

It will be noticed that English Language and English Literature are at present alternative to one another.* In either case an essay is compulsory and is regarded as an essential part of the examination. Beyond this the Language paper includes

* In 1912, the first subject will be English Language *and* Literature and will include (1) an Essay and (2) set books for general and others for pecial reading and questions on language arising from the books.

grammar and history of the Language, while the Literature paper is based on a set book or books. For the higher paper in literature some books are set for general and some for special study, and the paper includes an essay on a subject taken from the former as well as questions on the latter.

The History paper is of a general character; but in the higher paper it is stated that candidates are given opportunities of showing special knowledge of particular periods in addition to general knowledge of the whole. There are, however, no actual set periods.

The Geography paper deals with the British Isles (with outlines of historical geography), a special region (in less detail), and the rest of the world on broad lines.

In the specified foreign languages (ancient and modern), there is an option as between set books on the one hand and passages from unprepared books on the other, in addition to which are questions on grammar and translation at sight from and into the foreign language. Candidates must satisfy the examiners in both grammar and translation. The higher papers in Latin and Greek consist of unprepared translation, grammar and composition, with questions designed to test the intelligence of the translations and knowledge of Greek and Roman life. In French and German they include an oral examination, unprepared translation, a set book, grammar, and free composition.

There is no practical test in the ordinary Matriculation examination in Science; but the questions are designed to ascertain whether the candidate's course of study has been of an experimental character. In connection with the higher papers there are practical examinations in Mechanics and Physics, Chemistry, Botany, and Zoology.

The syllabuses are not varied to meet the requirements of individual schools, nor do the teachers take any part in the examination of their own pupils; but the members of the Joint Board always include some who are actually engaged in teaching. Even where the examination has been taken as a school examination, the papers have always been those of the ordinary Matriculation examination.

The Joint Board do not publish statistics of the number of candidates taking the Matriculation examination. The Committee are, however, informed that the total number of students who took the papers of the examination in 1909 was 2,371, but that of these only 1,953 were candidates for Matriculation. Of this latter number 1,087 were successful. The total number of candidates in 1908 was 2,564, and in 1907, 1,976.

There is no limit of age for this examination; but each of the four Universities has its own regulations as to the age of students at entry. Persons who have matriculated (so long as they have not actually become members of one of the four Universities) may sit again, on payment of the necessary fee,

either for the examination as a whole, for supplementary certificates in single subjects, or for a limited number of papers of the higher standard.

The list of successful candidates is arranged in two divisions, each in alphabetical order, the candidate's name being in each case followed by the name of his school (if any). The names of those who distinguish themselves in the higher papers are given in a separate alphabetical list on the same document, which also includes the names of those who have passed supplementary examinations in either the ordinary or the higher papers. Candidates who fail receive private information as to the subjects in which they have not satisfied the examiners. Although the order of merit of the candidates is not published, it may be pointed out that a number of scholarships have been awarded on the results of the examination; many of these are given by Local Education Authorities to candidates recommended for the purpose by the Joint Board.

The Joint Board Matriculation Certificate is accepted (either wholly or partially, and with or without conditions) by the Universities of Oxford, Cambridge, London, the Scottish Universities, the Board of Education, and certain professional bodies, in lieu of their own Preliminary examinations.

(ii) *The School Certificate Examinations.*

These examinations only came into operation in 1910, when the Matriculation examination ceased to be used as a Form examination. They are specially adapted to meet the needs of individual schools, and, in fact, form part of a larger scheme comprising the inspection and examination of a school as a whole; but the regulations do not insist that the whole school, or even a whole class, shall be entered for examination, so long as the school is under inspection either by the Joint Board or by some other approved body. The examination and inspection of schools (as distinct from individual pupils) will be dealt with separately.

There are two examinations—a School Certificate Examination and a Senior School Certificate Examination. The former is of the standard that may reasonably be expected of a pupil of about 15 years of age. The latter is of the standard of the Matriculation examination, and the papers may be the same as those used in that examination.

The examinations are held only at schools which are under the inspection of the Joint Board, unless the school is inspected by another authority and the Board considers it unnecessary to require a further inspection. Certificates are awarded only to candidates who have pursued an approved course of study at inspected schools for a continuous period of not less than three years in the case of the School Certificate, or of four years in the case of the Senior School Certificate, except that, in special cases (on good cause being shown), the Joint Board will not

insist on the full period in an inspected school provided they have details of the pupils' previous education.

The subjects of examination are as follows :—

School Certificate Examination.

A.—(1) English Composition.
(2) History.
(3) Geography.
(4) Arithmetic and Elementary Mathematics.
B.—(5) Latin.
(6) Greek.
(7) French.
(8) German.
C.—(9) Mathematics.
(10) Either Botany, or Chemistry, or Physics, or Elementary Science.

Candidates must pass, at one examination, in not less than six subjects, including the four subjects in Group A, and at least one subject from each of the Groups B. and C.

Senior School Certificate Examination.

(1) English Literature.
(2) History, either (*a*) Ancient, or (*b*) European, or (*c*) English.
B.—(3) Latin.
(4) Greek.
(5) French.
(6) German.
C.—(7) Mathematics.
(8) Additional Mathematics.
(9) Mechanics.
(10) Geometrical Drawing, including Practical Geometry and Practical Measurements.
(11) Physics.
(12) Chemistry.
(13) Geography.
(14) Either Botany, or Zoology, or Natural History.
(15) Domestic Science.
(16) Harmony.

Candidates must pass, at one examination, in not less than six of these subjects, one at least being taken out of each group.

The syllabus of the Matriculation examination indicates the ground to be covered in subjects of the Senior Examination which are also Matriculation subjects, and when the examination is held at the same time as the Matriculation examination, the papers of the latter (or any of them) may be used if the school desires. Either the ordinary or the higher standard papers may be taken. For all other subjects specimen syllabuses are issued; but are not insisted upon. In any subject, a school, or group of schools, is at liberty to submit an alternative syllabus to the Joint Board for approval. A special fee is charged for a paper set on such a syllabus. In setting the papers the examiners act in consultation with the teachers (unless the school authorities express a desire to the contrary).

Oral and practical work is not, as a rule, insisted upon, but may be included in the examination if desired and on

payment of a special fee. After considering the results of the written examination, however, the Joint Board may require that certain candidates shall produce their school records and be submitted to an oral examination. On the results of this further test they may be declared to have passed the examination.

It will be noticed that the choice of subjects in the School Certificate examination is somewhat restricted; but that in the Senior examination it is a good deal wider than in the Matriculation examination. Candidates, however, who desire their Senior School Certificates to exempt them from the Matriculation examination must conform to the requirements of that examination. Those who have obtained a Senior Certificate may subsequently, while still at school, take additional subjects, on payment of the proper fee.

All the members of a Form may be admitted to the examinations; but School Certificates are awarded only to those who have satisfied the conditions as to school attendance. Those who pass the Senior Examination in the necessary subjects, however, receive a Matriculation Certificate even though they have not qualified by length of attendance for a School Certificate. Where the examination is taken by the whole class, the answers of those pupils who are not candidates for certificates may be first marked by the school staff and submitted to the inspectors or examiners for review.

The regulations impose no limits as to the ages of candidates.

The certificate states the subjects in which the candidate has satisfied the examiners, and in the case of the Senior Certificate the subjects in which he has obtained distinction. It also shows the course of study pursued at the school, the age of the candidate, and the period during which he has been under instruction. It is understood that in the lists of successful candidates the names are arranged in alphabetical order. They are not divided into classes; but in the case of the Senior examination marks of distinction may be given in individual subjects.

The fee for the Senior Certificate is 2*l.*, and for the School Certificate 1*l.* for each candidate; but if the examination is taken as a Form examination, those who are not candidates for certificates only have to pay 10*s.* for the Senior examination, and 7*s.* 6*d.* for the other; while if the answers of such pupils are marked by the school staff the charge will be 5*s.* for each pupil. There is a fee of 1*l.* for each special paper set on a syllabus submitted by the school; but if several schools take the alternative syllabus the cost is shared between them. For each examiner employed for oral or practical tests a charge of 2*l.* a day is made.

The Senior School Certificate exempts its holder from the Matriculation examination, provided it covers all the subjects required by the Matriculation regulations. It is also accepted for certain purposes (with or without conditions) by the

Universities of Cambridge and London, the Board of Education and some professional bodies. One of the latter also recognises the School Certificate.

(iii) *Examination for Housecraft Certificates.*

This examination only comes into force in 1911. It is intended for pupils in the Housewifery Forms of girls' schools, and is suitable for candidates of not less than 16 years of age. It is included in the same general scheme as the School Certificate Examinations described above, and attendance for at least three years at schools under approved inspection is a condition of admission to it.

The subjects are arranged in two parts, which may be taken separately or together. Part I. comprises ordinary school subjects, and Part II. domestic subjects. Holders of the School Certificate of the Joint Board covering the required subjects are exempt from Part. I. The subjects are—

PART I.

1. English Composition.
2. History.
3. Geography.
4. Arithmetic, with practical applications to household and business affairs.
5. French *or* German.
6. Elementary General Science, with reference to common things.

PART II.

6. Elementary General Science as above, if not taken in Part I.
7. Cookery.
8 and 9. Two of the following :—
   (*a*) Housewifery.
   (*b*) Laundry.
   (*c*) Needlework and Drawing.
   (*d*) Elementary Biology.

In subjects 7, 8, and 9, practical as well as written examinations will be held. Unless the candidates at any school number at least 12, they will have to go for these practical tests to appointed centres.

An outline syllabus is published ; but schools may submit their own syllabus for approval.

The fee is 25*s.* for the whole examination, or 12*s.* 6*d.* for each part taken separately. A charge of 1*l.* is made for each paper set on a special syllabus, except in general elementary science, in which subject a special syllabus may be set on an approved syllabus without extra charge, provided that it is taken by at least 12 candidates.

(iv) *The Inspection and Examination of Schools.*

As has been pointed out already, the Certificate examinations described above form part of a scheme for the inspection and

examination of schools as distinct from the examination for certificate purposes of individual pupils. The intention is that in this scheme inspection and examination shall always go together; but at present this is not fully insisted upon. If a school is under inspection by another authority, the Joint Board may forego its own inspection if it thinks desirable. Inspection, either by the Joint Board itself or by some other body, is in every case a necessary complement of examination.

The inspection or examination does not necessarily cover the whole school. In the first place, a particular section of the school or department of work may, if desired, be inspected or examined and reported on separately. In the second place, it would appear that the examination may be confined to those parts of the school in which there are candidates for certificates, or may even be concerned solely with such candidates. It is hoped, however, that the certificate examinations will be taken as Form examinations, in which case all the members of a class may be entered, even though some of them are not candidates for (nor qualified to receive) certificates.

Apart from the certificate examinations, however, the Joint Board is prepared to conduct, with the co-operation of the staff, examinations of Forms below the standard of the School Certificate. In such cases the questions will be set by the teachers, subject to the approval of the inspectors or examiners, and the answers will be marked by the teachers and submitted to the inspectors or examiners for revision and report.

The report sent to the school will take account of both examination and inspection. It will consist of two parts—a general report, which, if published, must be given *in extenso*, and a confidential appendix containing detailed criticisms and suggestions for the use of the Governing Body, the Principal, and (if desirable) the staff.

The charges for the certificate examinations have already been stated. For the examination of Forms below the standard of the School Certificate the charge varies, but where not more than twelve scripts are submitted by each pupil, it is 3*s.* per head, with a minimum charge of 3*l.*, the school to bear the expense of printing or manifolding the papers. For inspection, the charge is 3*l.* a day for each inspector, with a minimum of 5*l.*, in addition to railway fares (3rd class) and hotel expenses (if any); 2*l.* is charged for the report of an inspection. There is a fee for an oral examination apart from inspection of 2*l.* a day for each examiner employed.

(f) The University of Birmingham.

The examinations of the University of Birmingham do not affect Secondary Schools to so large an extent as those of the other bodies we have been considering, as the number of pupils taking them is smaller. The Matriculation examination of

the University is described in the section relating to University Entrance examinations. We have no information as to whether this examination is used to any extent by students who do not proceed to a University course. In addition to the Matriculation examination, however, the University conducts the examination and inspection of schools, and awards Senior and Junior School Certificates. The School Certificate scheme will be dealt with first.

(i) *School Certificate Examinations.*

Senior and Junior School Certificates are awarded by the University of Birmingham on examinations held in schools which are under their inspection. Only candidates in schools which are inspected by the University are eligible to take those examinations, and the regulations make no provision (such as we have noticed in other cases) for the recognition of inspections conducted by other bodies. Candidates for the School Certificates must have pursued an approved course of study for a continuous period in schools under the inspection of the University. This period is, in the case of the Senior Certificate, three years in one, or four years in two, schools; and, in the case of the Junior Certificate, three years in one or more schools. The standard of the Senior Certificate is that of the University's Matriculation examination; and of the Junior Certificate that which may reasonably be expected of a boy or girl of 15.

There are no stated subjects nor published syllabuses. The papers are set by the University examiners after they have made themselves fully acquainted with the aims and methods of the teachers and the scope of their work. But the school may, if it chooses, make use of the papers set by the University for other purposes, *e.g.*, those of the Matriculation examination. There is an extra fee where special papers are set. The teachers take no part in the actual setting or marking of the papers. An interesting feature of the scheme is the requirement that the school record of each pupil throughout his period of attendance shall be kept available for inspection and consideration by the inspectors and examiners.

The certificate shows the subjects in which the required standard has been reached. The regulations contain no reference to the question of honours or distinctions.

The number of candidates for the two grades of certificates in 1908 was 66. There is no age limit in either case.

For the examination a charge of 1*s.* per candidate per paper is made to the school, with an additional charge where special papers are set of one guinea a paper. For an oral or practical examination there is an extra charge of 1*s.* per candidate, with (unless the examination is held at the University) a minimum of 1*l.* and travelling expenses. Successful candidates also have to pay a fee before a certificate is issued to them. The amount of this fee is 1*l.* for a Senior, and 10*s.* for a Junior School

Certificate. There are also fees for inspection which will be referred to later.

The Senior School Certificate exempts from the University's own Matriculation examination, provided it covers the requisite subjects, and is recognised (with or without conditions) by certain professional bodies, by the Board of Education, and by the War Office.

(ii) *The Inspection and Examination of Schools.*

The University undertakes to inspect and report upon schools, and in schools so inspected holds an annual examination on which the School Certificates just considered are awarded. The report takes account of both inspection and examination. The examination does not appear to extend beyond those parts of the school in which the pupils are candidates for certificates. If desired the inspection may be confined to one department of a school.

The charges are as follows :—

For inspection :—

A school of 100 scholars or less, 5*l.*

A school of between 100 and 200 scholars, 7*l.* 10*s.*

For the report, 2*l.*

The charges for examination have already been mentioned.

It is understood that the number of schools inspected or examined by the University is quite small.

(g) UNIVERSITY OF DURHAM.

The University of Durham holds a Matriculation examination for entrance to the University and also undertakes the inspection and examination of schools. The Matriculation examination is described in the following section. We have no information to show how far it is taken by students who do not proceed to a University course. A scheme of Local examinations was at one time carried on by the University; but was discontinued after 1908.

The Examination and Inspection of Schools.

The examination and inspection of schools is conducted by the Schools Examination Board of the University, which consists of the Board of Studies, the Secretaries to the Northumberland, Durham, Cumberland, and North Riding Education Committees, four headmasters and four headmistresses of Secondary Schools.

The scheme comprises both a written and an oral examination, and a visit of inspection by one or more of the examiners. The report deals with the results of the examination, the organisation and discipline, and, if desired, the premises, apparatus, &c. It consists of two parts, one general, which may be published in full (but not otherwise), and the other containing detailed criticisms and suggestions for the use of the staff.

The whole, or part of the report on the written examination, may be based on the results of the examinations of the University or other evidence submitted to the examiner and approved by the Board. When the University conducted Local examinations, these might be taken in combination with the examination of the school; but the Local examination scheme has now been dropped.

On the recommendation of the examiners certificates are issued that the holder is qualified (as regards specified subjects) for Matriculation in the University.

There are no prescribed subjects or syllabuses, it being apparently the intention to base the examination on the work actually done in the schools. The teachers may assist in marking the papers, which in that case are afterwards inspected by the University examiners.

In addition to a fee of one guinea for each school, there are other charges on the following scale:—For setting a paper, 7*s.* 6*d.*; for marking each individual paper, 8*d.*; or for inspecting papers marked by the staff, 4*d.* For a *vivâ voce* examination, one or two guineas, according to the time taken. For a practical examination in science, one guinea each subject. For invigilation, one guinea for the first six hours, and 10*s.* for each additional three hours. The school also pays the examiner's travelling expenses.

It is understood that the number of schools examined or inspected by the University is quite small.

Three exhibitions are awarded on the recommendation of the examiners.

(h) The Central Welsh Board.

The Central Welsh Board are charged with the examination and inspection of all Intermediate Schools established by Scheme under the Welsh Act, 1889. Such examination and inspection may be extended to other Endowed Schools which are prepared to pay the cost.

As regards inspection, it is of two kinds, namely, the full inspection held once in three years, and the subsidiary inspection made without notice and at shorter intervals. It is understood that every Welsh Intermediate School is inspected by the Central Board at least once a year. Though not directly connected, the two functions of inspection and examination are to some extent connected, and the question of their further correlation is under consideration.

The examination, which is held in June and July each year, does not comprise the whole of each school. It is divided into four stages—Junior, Senior, Higher, and Honours, and certificates corresponding to these four stages are given on the results. But pupils who are not candidates for certificates may be entered for examination. There are also Commercial and

Technical Certificates; but these are taken only by one or two candidates a year.

The subjects of examination for the Junior and Senior Certificates are—

Section A.

Scripture Knowledge.
English Language.
Literature.
History.

Section B.

Arithmetic.
Mathematics.

Section C.

Latin.
Greek.
Welsh.
French.
Spanish.
German.
Italian.

Section D.

Physics.
Chemistry.
Botany.
Elementary Biology.
Geography.
Agriculture.
Junior Stage only.
Elementary Science.
Senior Stage only.
Mechanics.
Applied Mechanics.
Geology.
Metallurgy.

Section E.

Bookkeeping.
Shorthand.
Theory of Music.
Drawing.
Hygiene and Domestic Economy.

Section F.

Woodwork.
Metalwork.
Needlework.
Cookery.

Pupils presented for examination must take at least five subjects fron Sections A–D, and, as a rule, one at least from each of the first three sections. All pupils in schools examined by the Board who have received instruction in work representing this minimum must be presented for examination, subject to exceptions in special cases. Those who satisfy the examiners and obtain a sufficiently high aggregate of marks in five subjects from Sections A–D receive a Junior or Senior Certificate, as the case may be.

A candidate for a Junior Certificate may in any subject take the paper of a higher stage than the Junior. A candidate for a Senior Certificate may offer one, but not more than one, subject at the Higher Certificate stage. Success in the higher stage is recorded on the certificate.

The holder of a Senior Certificate may offer additional subjects and obtain a supplementary certificate if successful.

For the Higher and the Honours Certificates the subjects are—

Scripture Knowledge.
English Language and Literature.
History.
Latin.
Greek.
Welsh.
French.
German.
Higher Mathematics.
Additional Mathematics.
Physics.
Chemistry.
Botany.

Higher Stage only.

Mechanics.
Elementary Biology.
Geography.
Geology.

Honours Stage only.

Applied Mathematics.

Higher Mathematics is reckoned as equivalent to two subjects.

Candidates for the Higher Certificate must take three but not more than four subjects at the Higher stage. For the Honours Certificate two but not more than three subjects must be taken at the Honours stage. In either case one subject may be offered at the Senior stage and success in it may be recorded either on the ordinary or on a supplementary certificate.

Schedules of examination in the several subjects are published; but any school is at liberty to submit for approval an alternative scheme, which must be accompanied by a statement of reasons, and a special fee of a guinea. The Executive Committee of the Central Board have discretion to decide whether they will or will not examine on the special scheme. The principles followed in such cases are stated in Professor Anwyl's evidence (*see* page 401), and some further remarks on this point are contained in the evidence of Mrs. Glynne Jones (*see* page 414).

Oral tests may be conducted in any of the languages; but as a matter of fact they are at present held only in French and German. In these languages all candidates have to take the oral test, but a certificate may be obtained without passing in it.

Except in the Honours stage there is no practical examination in Science; but all the schools have to submit schemes of practical work for the year.

There appear to be no limits of age for any of the examinations. The Junior examination is taken as a rule about two or three years after entrance to the school (say at 14 or 15). The Senior examination is normally taken about two years later. This examination is (subject to exception) open only to those who have undergone at a Secondary School a course of instruction extending over not less than eight terms, in the group of subjects offered. The Higher examination is in standard one year beyond the Senior, and is open only to those who have passed the Senior examination or have attended a Secondary School and have gained certificates equivalent to the Senior.

The Honours examination can be taken only by those who have either obtained the Higher Certificate or have had a two years' course after getting the Senior Certificate.

The Central Welsh Board are empowered to charge a capitation fee of not more than 2*s.* 6*d.* in respect of each pupil examined. In 1910 the actual amount charged was 2*s.** In addition, each candidate for a certificate pays a small fee.† As stated above, a special fee of one guinea is payable by a school submitting an alternative scheme of examination. There is no separate charge for inspection. It may be mentioned that contributions towards the cost of the work are received from the Treasury and from the County Authorities.

The number of pupils presented for examination in 1909 was 4,668. Of these, 4,356 were candidates for certificates, namely, 312 for the Honours Certificate, 1,657 for the Senior 2,386 for the Junior, and 1 for the Commercial. The Higher Certificate had not then been established. The total number of pupils in the schools concerned was about 14,000.

In the list of successful candidates for Honours Certificates the names are arranged in order of merit; and at the request of any County Authority the Central Board are prepared to place in order of merit all the candidates for County Exhibitions in the county in question. Apart from this, the names of the successful candidates from each school are arranged alphabetically. They are not published by the Board, but are set out in the confidential annual Report on the School. Distinctions are given; but candidates over 16 are not eligible for distinction in subjects taken at the Junior stage. The County Exhibitions are given on the results of the examinations, and a gold medal is offered to the best candidate for an Honours Certificate.

The Senior and Honours Certificates are accepted (with or without conditions) by the Universities of Wales, Manchester, Liverpool, Leeds, Sheffield, Birmingham, and Durham, by the Board of Education, the Army Council, and a number of professional bodies. Two or three of the latter also accept the Junior Certificate.

(i) The College of Preceptors.

The College of Preceptors holds examinations (*a*) for teachers and (*b*) for pupils. It also conducts the examination of whole schools and is prepared to undertake their inspection. The teachers' examinations do not concern the question under consideration, and the examination and inspection of schools is on such a small scale that only a brief reference to it will be needed. The examinations for individual pupils consist of of (*a*) examinations for Certificates of three grades, and (*b*) examinations for pupils in lower Forms.

* In the present year (1911) no payment is being required under this head.

† Junior Certificate, 5*s.*; Senior, 7*s.* 6*d.*; Higher or Honours, 10*s.*

(i) *Examinations for Certificates.*

These examinations are for First Class (or Senior), Second Class (or Junior), and Third Class Certificates. Candidates may be examined either at local centres (of which there are about a hundred) or at their own schools.

Examinations are held at Midsummer and Christmas, and, for First and Second Class Certificates only, in March and September also. The latter, which are held at only a very limited number of centres, are known as "Professional Preliminary" examinations, but the other two examinations are equally available for "professional preliminary" purposes. The only ways in which the March and September examinations differ from the others seem to be that certain subjects are omitted, rather less choice is given in set books, &c., and there are no oral or practical examinations (which are optional in any case). Otherwise the syllabuses are the same.

The examination fee is 10*s.* 6*d.* for each candidate at the ordinary examination, and 25*s.* per candidate at the "Professional Preliminary" examination. There are also local charges of varying amount.

The subjects, which, except where otherwise stated, are common to the three examinations, are as follows:—

Scripture History.
English.
English History.
Geography.
Arithmetic.
Algebra.
Geometry.
Trigonometry.*†
Mechanics.*
Mensuration.*§
Bookkeeping.§
French.
German.
Italian.
Spanish.
Dutch.
Welsh.
Irish.
Tamil.*
Latin.
Greek.*
Hebrew.*
Light and Heat.*
Magnetism and Electricity
Elementary Physics.*‡
Elementary Science.†‡
Chemistry.*
Natural History.*
Drawing.
Music.*§
Political Economy.*†
Shorthand.*†§
Domestic Economy.*†§

English is compulsory in each case.‖ Of the others a candidate must pass, at one and the same examination, in at least five for the First Class Certificate; in at least four for the Second Class; and in at least three for the Third Class.¶

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* Not a subject of the 3rd Class Examination.

† Not a subject of the 2nd Class Examination.

‡ Not a subject of the 1st Class Examination.

§ Does not count towards the minimum number of subjects required for a certificate.

‖ Prior to the examinations of 1911, Arithmetic was also a compulsory subject.

¶ Certain of the subjects (viz., those marked § in the above list) do not count towards this minimum.

He may not take more than 12, 10, or 8 in the respective grades. The maximum number of marks in each subject is, in the First Class papers, 200, except in Latin where it is 300, Shorthand (150) and Domestic Economy (100); in the Second Class 150, except in English where it is 200, and in Latin where (with an additional paper) it may be 225; in the Third Class 100. There are extra marks for oral and practical examinations. In the examinations of 1910 and before, in order to secure a certificate it was necessary to obtain a total of 700, 400, or 200 marks respectively for a First, Second, or Third Class Certificate; but this requirement is omitted from the regulations for 1911. An aggregate of 1,200, 750, or 450 respectively entitles a candidate to be placed in the Honours Division. Candidates who fail to pass in the grade for which they enter may receive a certificate of the class below, but are not placed in the Honours Division. A candidate who obtains three-fourths of the maximum of marks in a subject (and also qualifies for a certificate) is awarded distinction in that subject. No credit is given for marks which are below the minimum for a pass in any subject. To obtain a certificate a candidate must satisfy all the prescribed conditions at one examination.

Candidates may in any subject take papers of a higher grade than that to which their examination as a whole belongs. They may not take papers of a lower grade.

As regards the syllabuses the following points may be noted.

In English a general paper on grammar, composition, &c., is compulsory in the First and Second Class examinations. A second paper consisting of alternative set books (or in the First Class examination the History of the Language) is optional except for candidates for distinction; Third Class candidates may choose either a grammar paper or a book. Importance is attached to writing and spelling throughout the examinations.

In History a choice of periods is allowed in each grade.

The Geography paper is general in the First Class and includes physical and mathematical questions to which candidates may confine themselves entirely if they choose. In the Second Class there is a general paper and also a choice of (*a*) a particular area, or (*b*) Physiography. In the Third Class there is a general paper and a choice of areas.

There are no set books in the modern foreign languages. In Latin, First Class Candidates take a paper of "unseen" translation and also one of several alternative books; Second Class Candidates may choose between "unseen" translation or a book, but if they take the book they have at least one "unseen" passage. Third Class Candidates take either a book or "unseen" translation with a vocabulary. In Greek there are set books and also "unseen" passages. There is no separate paper in Greek for Third Class Candidates; but they may take the papers of the higher grades in that subject.

An oral examination in modern Languages is optional for First Class Candidates, and a practical examination in Chemistry for First and Second Class Candidates. Success in an oral or practical examination is recorded on the certificate, provided the candidate passes also in the written work; the marks count towards distinction. So far as can be seen from the regulations no extra charge is made in either case.

The teachers take no part in the examination of their own own pupils, and no provision is made for adapting the syllabuses to the curricula of individual schools, except that (under certain conditions) schools presenting whole classes may offer their own special books, periods, or areas, in place of those prescribed.

As has been seen, beyond the compulsory subject of English, candidates are allowed an almost unfettered choice of subjects; it will, however, be noticed that a few of the subjects* mentioned in the above list do not count towards a certificate. Statistics of the subjects actually taken are not published by the College.

The number of candidates for the examinations of the College of Preceptors has been declining in recent years. The total number for the Certificate examinations in 1908 was 8,648, of whom 5,860 were boys and 2,788 girls. The candidates for First Class Certificates numbered 1,005; for Second Class Certificates 4,102; and for Third Class Certificates 3,541.

There is no limit of age for any of these examinations; but only those who are under 18, 16, or 14 years of age, respectively, in the First, Second, or Third Class, are eligible to receive prizes.

The names of successful candidates are published in the "Educational Times" (the journal of the College). In each class they are arranged in order of merit in an Honours and a Pass Division. Distinctions in individual subjects are indicated by letters placed after the names of the candidates. The names are also given of those who obtain prizes, and of the 1st and 2nd in each subject on First Class papers (provided they obtain the number of marks required for distinction in that subject and secure a certificate). The names of the schools from which the candidates come are stated. Heads of schools receive complete statements of the marks obtained by their pupils in every subject. Further, when whole classes are examined the schools may (on payment of an additional fee) be furnished with written reports on the work.

A number of prizes are offered for candidates who are not above certain ages. They include four for general proficiency in each class, and one each to the 1st and 2nd candidates in certain groups of subjects.

* These are marked § in the list.

Success in the Certificate examinations is recognised for certain purposes and under certain conditions by the Board of Education, the London County Council, and a number of professional bodies.

(ii) *Examination of Pupils in Lower Forms.*

It may be remarked that although this examination is called the Lower Forms examination it is not necessarily an examination of whole Forms or classes, nor is it restricted by the regulations to pupils in lower Forms, nor, again, need it even be held at the school in which the pupils are taught.

Candidates may be examined either at local centres or at their own schools, the examination being held simultaneously with the Certificate examinations at Midsummer and Christmas.

The fee is 5*s.* for each candidate, together with local charges.

The subjects are as follows:—

Preliminary Subjects.

1. English Dictation, Handwriting, and Reproduction of a short story read twice.
2. Arithmetic.

Optional Subjects.

3. Scripture History.
4. English Grammar.
5. English Literature.
6. English History.
7. Geography.
8. Elementary Algebra.
9. Elementary Geometry.
10. French.
11. Latin.
12. Drawing.

Candidates must take both of the preliminary subjects and not less than three (nor more than six) of the optional ones.

The syllabuses are laid down by the College and are not varied to suit individual schools. English Literature consists of a choice of set books; in History there are alternative periods; there are no set books in foreign languages and no oral tests.

The teachers take no direct part in the examination.

The number of candidates for this examination in 1908 was 2,914, of whom 1,501 were boys and 1,413 girls.

There is no limit of age for candidates.

The names of successful candidates are published in the "Educational Times" in one alphabetical list, the name of each pupil being followed by the name of his school. There are no honours or distinctions. Heads of schools are furnished with complete statements of the marks obtained by their pupils in every subject of examination.

(iii) *The Examination and Inspection of Schools.*

The College of Preceptors has never conducted many inspections, and has conducted none at all quite recently. The "List of Schools examined or inspected in the year 1910" contains the names of only seven schools. Under these circumstances a few general remarks only are needed in regard to the College's schemes for the examination and the inspection of schools by visiting examiners.

Scheme A, Examination.—The subjects of examination are those taught in the school: all the pupils (of 7 and over) in the school must be presented or the reasons for their absence stated. The examination is partly *viva voce* and partly written, at the discretion of the examiner.

The report deals with the results of the examination, stating if required the marks awarded in each subject; it also comments on the teaching, and (if necessary) contains suggestions for improvement in teaching and organization. If printed it must be reproduced entire.

No certificates are granted on the results of the examination.

The fees are as follows:—For each examiner, 3*l.* 3*s.* the first day and 2*l.* 2*s.* per day after, with travelling and hotel expenses, together with the cost of printing examination papers, if any, and a fee of 1*l.* 1*s.* for office expenses. The time occupied by the examiner in marking papers is taken into account in addition to the time spent at the school.

Scheme B, Inspection.—The inspection of a school deals with premises, teaching staff, equipment and organisation. The inspectors' report consist of three sections, viz.: (i) a detailed report; (ii) a general report; (iii) an appendix containing suggestions for improvement. Each or all of these sections may be published, provided that the section or sections published be given in full. Information as to fees is not given in the regulations, but may be obtained from the Secretary of the College.

It may be added that the examination and inspection of a school can be combined with the Certificate and Lower Forms examinations.

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2. University Examinations.

(a) The Examinations for Entrance to Universities.

Most of the Universities in England and Wales conduct an examination—called a Matriculation examination—which has to be taken by all candidates for admission to the University unless exempted either by virtue of their having passed some other examination which is recognised as equivalent, or for some other special reason. The Universities which have

Matriculation examinations of this kind are the following:—London, Durham, Manchester, Wales, Birmingham, Liverpool, Leeds, Sheffield, and Bristol. Although intended, in the first place, for candidates for admission to the University, there is nothing to prevent these Matriculation examinations being taken by students who have no intention of passing through a University course; and there is no doubt that some of them, at any rate, are taken by many such students.

The requirements for entrance to the two Universities of Oxford and Cambridge are of a different nature. In these cases the University itself does not hold any Matriculation or Entrance examination at all; but makes it a condition of Matriculation that a student shall have been admitted as a member to one of the Colleges or other societies within the University, which frame their own regulations for the admission of students. Almost all these separate societies, however, require in all ordinary cases that a candidate for admission shall pass some specified examination—not necessarily in every case specially set for the purpose. It should also be pointed out that in many cases the first examination of the University course (Responsions at Oxford, Previous at Cambridge), which may be taken before residence, is accepted by the Colleges as an entrance examination, and many candidates enter in this manner. It thus becomes in practice a University Matriculation examination.

Certain of the University entrance examinations have already been described in the preceding section. As regards the remainder, it will be most convenient to treat them in two groups according as the Universities to which they apply have, or have not, one uniform examination for entrance.

(i) *The Examinations for Admission to those Universities which have one uniform Matriculation Examination.*

For the Universities of Manchester, Leeds, Liverpool, and Sheffield there is one common Matriculation examination, which is conducted by the Joint Board of these Universities. This examination has already been described (*see* pages 209 ff.), as has also the Matriculation examination of the University of London (*see* pages 195 ff.). There are thus only four Universities remaining to be dealt with in this subsection, viz., the Universities of Durham, Birmingham, Bristol, and Wales.

(a) *The Matriculation Examination of the University of Durham.*

The intention of this examination is of course to qualify for entrance to the University. It may, however, be used by schools for the purpose of the School examinations conducted by the University; and there appears to be nothing to prevent its being taken by individual candidates who have no intention

of proceeding to a University career. But there is no evidence as to how far (if at all) it is actually taken otherwise than as a University Entrance examination.

The examination is held at Durham and Newcastle three times a year.

The number of candidates in 1908 was 193.

There is no age limit for examination or for Matriculation.

The subjects of examination are as follows:—

Religious Instruction or Ancient History.	French, German, or some other approved language.
Elementary Mathematics.	Botany or Zoology.
Additional Mathematics.	Geography (Physical and General).
Extra Mathematics.	English History.
English.	Experimental Science, or Chemistry or Physics.
Latin.	
Greek.	Elementary Mechanics.

The subjects required for a pass vary considerably in the different faculties. In each faculty six subjects must be taken, except in Arts, *in literis antiquis* (four), and Music (two). It is unnecessary here to state the exact requirements of each faculty; but it may be said that, as a rule, Mathematics, English, English History, and a foreign language (ancient or modern, or one of each) are compulsory. Religious instruction or ancient history is obligatory in Arts, geography in Medicine and in Engineering Science, and in the latter a science subject as well.

As regards the syllabuses, those in modern foreign languages include grammar and unseen translation, with the option of an essay in the foreign language. In Latin and Greek, in addition to grammar and translation, some books are prescribed; but candidates may take additional unseen translation instead of the latter, if they prefer. There are no oral tests.

In Botany the examination includes some practical questions, and in Physics it is expected that candidates shall have had practical experience in a laboratory; but there does not appear to be any actual practical test in Science.

There are set periods in Scripture and Ancient History, but not in English History.

The examination fee is 30*s.* for each candidate.

The regulations do not state in what form the list of successful candidates candidates is issued, nor do they refer to the acceptance of this examination by professional or other bodies, with the exception of the General Medical Council. It is understood, however, that it is recognised by a few other bodies also. Two or three scholarships are awarded on the results of the examination.

(b) *The Matriculation Examination of the University of Birmingham.*

This examination, intended for entrance to the University, may, like the one last considered, be used for the purposes of

the University's School examination, and a candidate who passes in the required subjects in the Senior School examinations thereby qualifies for Matriculation. There are no statistics to show to what extent (if any) it is used by pupils not intending to take a University course.

The examination is held twice a year—in July and September—and only at the University buildings in Birmingham.

The number of candidates taking the examination is not published; but the Committee are informed that the total number who took it in 1908 was 495.

There is no limit of age for candidates, nor does there appear to be any for entrance to the University.

The following are the subjects of examination, and candidates must pass in five of them at one examination:—

(1) English History and Literature.
(2) Mathematics.
(3), (4), (5) Three subjects (of which one must be a language) chosen from the following list:—

(*a*) Latin.
(*b*) Greek.
(*c*) French.
(*d*) German.
(*e*) Italian.
(*f*) Spanish.
(*g*) Higher Mathematics.
(*h*) Experimental Mechanics.
(*i*) Chemistry.
(*j*) Geography.
(*k*) Botany.
(*l*) Animal Biology.
(*m*) Geometrical Drawing.

The requirements as to the subjects that have to be taken vary in different faculties. In Science, Commerce, and Music, the only condition as regards the three subjects, 3–5, is that one must be a language. In Engineering, experimental mechanics is compulsory, and if Higher Mathematics is also taken, a special Engineering Matriculation Certificate is awarded to a successful candidate. In Arts, two of the subjects must be Latin and a modern language; and for Medicine, candidates must take Latin, another language, and either experimental Mechanics or Chemistry. In no case, therefore, is the choice of subjects particularly wide, while in some cases it is very restricted. Those who pass in five subjects, but do not satisfy the special requirements of particular faculties, may take additional subjects afterwards. Six subjects may be taken in the first place, but credit is only given for five.

The syllabus in English History and Literature comprises (*a*) the History of England on general lines from 1066, and (*b*) compositions based on set books, of which four alternative groups are given.

In Latin and Greek there are translations at sight, questions on grammar, easy composition, and prepared work. For the latter certain books are suggested; but others may be submitted for approval.

The Modern Language syllabuses include sight translations, grammar, easy composition and dictation, prepared work, and a *vivâ voce* test. Books are suggested; but others of similar length and standard may be submitted for approval.

In Chemistry candidates are expected "to show knowledge of a concrete and experimental character throughout," and in Botany to "have *practical* familiarity" with the matters dealt with; but apparently there is no actual practical examination. In Geography there is a practical test in the reading of topographical maps, the measuring of distances on maps, &c.

The fee for examination is 2*l*., but unsuccessful candidates may sit again for 1*l*. Successful candidates may take additional subjects at subsequent examinations for a fee of 10*s*. each subject.

The list of successful candidates is published in two divisions, Class I. and Class II., in each of which the names are arranged in alphabetical order and are followed by the names of the schools from which the candidates come. Unsuccessful candidates are informed, on application, of the subjects in which they have failed. There are no honours or distinctions; but a few scholarships are awarded on the results of the examination.

The Birmingham Matriculation Examination is accepted for certain purposes and under certain conditions by the Universities of Oxford and Cambridge, the Board of Education, and some professional bodies.

(c) *The Matriculation Examination of the University of Bristol.*

The Matriculation examination of this recently constituted University is held twice a year, in July and September. We have no information as to the numbers of candidates who have entered for it.

There appears to be no limit of age for the examination itself; but for Matriculation the minimum is 16 for male and 17 for female students.

The subjects of examination are—

(1) Mathematics.
(2) English Grammar and Composition.
(3), (4), (5) Three of the following, of which—
  (*a*) one must be a language, and
  (*b*) one must be either Latin, Greek, or Physics:

Latin	Mechanics.
Greek.	English History.
French.	Geography.
German.	Geometrical and Mechanical Drawing.
Physics.	Additional Mathematics.
Chemistry.	

In the Faculty of Medicine a candidate must take Latin and one other foreign language. Candidates who have qualified for Matriculation but have not complied with this condition may take the omitted subject at a subsequent examination.

The syllabus does not include oral or practical tests. The examinations in foreign languages comprise grammar and unseen translation; there are no set books. A choice of two

periods is given in the History paper. In Geography special attention is given to Bristol and its neighbourhood.

The examination fee is two guineas.

The Pass List contains the names of successful candidates in alphabetical order. Unsuccessful ones receive information as to the subjects in which they have failed.

The examination is accepted (with or without conditions) by several professional bodies.

(d) *The Matriculation Examination of the University of Wales.*

This examination is held twice a year, in June and in September, on each occasion in Aberystwyth, Bangor, and Cardiff.

The numbers of candidates in 1908 at the June and September examinations respectively were 448 and 228. The total of these (676) is in excess of the number of individual candidates, since some who failed in June entered again in September.

Candidates must be 16 years of age on the 1st October following the examination.

The subjects of examination are arranged in six groups as follows:—

Group A.

English Language and History of England and Wales.*
Latin.
Mathematics.

Group B.

Greek.

Group C.

Welsh.
French.
German.

Group D.

Dynamics.
Experimental Mechanics and Heat.

Group E.

Chemistry.
Botany.

Group F.

Additional Mathematics.
Advanced German.

Every candidate must pass in all the subjects of Group A, except that in certain circumstances another subject or subjects (viz., Advanced German or Additional Mathematics and either French or German) may be substituted for Latin. A candidate must also pass in two other subjects selected from Groups B–E, taking not more than one from any group. He may not choose German if he is also taking Advanced German. He may not take more than the required number of subjects, but one who has already passed the examination may take additional subjects afterwards. A candidate who fails in only one subject (or in

* In 1912 English Language and History will form separate subjects.

two if Additional Mathematics be one of them) may, on the recommendation of the examiners, be allowed to complete his examination on a subsequent occasion by taking only that subject (or those subjects) in which he failed. Further, a subject (or, including Additional Mathematics, two subjects) may be reserved from the outset and taken at a later examination.

The syllabus includes set books in English and in Greek, and, as an alternative to a part of the translation, in Latin also. In all the foreign languages the papers include unseen translations. There is a reading test in Latin, and reading and dictation in French and German. In History a choice of two periods is given, and some knowledge of Geography is required. There are no practical examinations in Science.

For the June examination the fee is 2*l*. For the September examination it is 3*l*., except in the case of those who entered and failed in the preceding June for whom it is only 2*l*. For a single subject the fee is 10*s*. in June and 15*s*. in September.

The Pass List contains two Divisions, in each of which the candidates' names are arranged alphabetically. The names of those who have completed their examination after a second entry are shown separately; and a further list contains the names of those who, having satisfied the examiners in part of the examination, are recommended as deserving of being subsequently admitted in the remainder only. Neither honours nor distinctions are awarded.

The examination (in some cases with special conditions) is accepted by several professional bodies as satisfying their requirements as to a preliminary examination.

(ii) *The Examinations for admission to those Universities which have no uniform Matriculation Examination.*

In their general features the requirements for Matriculation at the Universities of Oxford and Cambridge are similar. In neither case does the University itself prescribe any examination for admission, but in both cases it does require that a candidate for Matriculation shall have been admitted as a member of one of its Colleges or Halls, or as a non-Collegiate student. In nearly every instance also (save where special exemption is granted), the passing of an examination is a necessary preliminary to such admission to a College or other society; but this is a requirement of the separate society and not of the University. The regulations for entrance to the separate Colleges vary considerably.

The first examinations of the general University course (called "Responsions" at Oxford, and the "Previous" examination at Cambridge) cannot properly be regarded as Matriculation examinations; but they may be taken before residence commences, and, in fact, certain of the Colleges *require* them to

be taken before admission, while others accept them in lieu of their own Entrance examination. To some extent, therefore, they are, or may be used as, University Entrance examinations, and in considering the requirements for admission to the Universities of Oxford and Cambridge they must be taken into account.

The individual College Entrance examinations are distinguished from the entrance examinations of other Universities in that it is not at all likely that they are ever taken by candidates who do not intend to proceed to the University. At any rate it seems fairly clear that not one of the Colleges would allow a candidate to enter for the examination (even if there should be anyone desirous of doing so) unless they believed that to be his intention. As regards Responsions and the Previous examination, neither of the Universities will admit a candidate, not already a member of the University, without a declaration that he *bonâ fide* desires admission to one of the Colleges or Halls or as a non-Collegiate student as the case may be.

(a) *Oxford University.*

As some of the Colleges require a candidate to have passed Responsions before admission and others accept it in place of their own examination, it will be well to consider this first. The entrance requirements of the separate Colleges will be dealt with afterwards.

(i) Responsions.

Except where some other examination has been accepted as equivalent, this examination must be passed by all candidates for a Degree (except in Music, Letters, or Science), and may be taken instead of the Preliminary examination for the Degree in Music.* It is open to candidates whether members of the University or not, provided that in the latter case they are *bonâ fide* desirous of entering the University. The names must in such cases be submitted by the Head or a Tutor of the College or Hall to which admission is sought, or by the Censor or a Tutor of non-Collegiate students.

The examination is held four times a year and at the University only. There is no limit of age for candidates. The examination fee is 2*l.* 2*s.*, unless an additional subject is taken, when an extra charge of 10*s.* 6*d.* is made. It may be mentioned here, however, that there are other fees in connection with entrance to the University, viz., a Matriculation fee of 3*l.* 10*s.*,

* Candidates for a degree in Music who do not pass Responsions, or an equivalent examination, must take the Preliminary Examination for Students of Music, passing in two of the languages—Greek, Latin, French, German, Italian. Candidates for a degree in Letters or Science must give evidence of having received a good general education.

and (generally) a College Admission fee which varies in amount with the different Colleges.

The examination is in two parts: (1) Stated Subjects and (2) Additional Subjects; but it is only necessary to pass in the Stated Subjects. The second part of the examination (*i.e.*, in Additional Subjects) is only taken for the purpose of securing exemption from the classical part of the First Public examination.

The Stated Subjects are—

(1) Arithmetic.
(2) Elements of Algebra *or* of Geometry.
(3) Greek and Latin Grammar.
(4) Translation from English into Latin prose.
(5) One Greek and one Latin book for either or both of which may be substituted easy unprepared translation.

A candidate who satisfies the examiners in these subjects is said to have "passed Responsions."

The Additional Subjects are—

(1) A Greek or Latin historical or philosophica work.
(2) A French, German, or Italian historical or philosophical work.
(3) The Elements of Logic, Deductive and Inductive.

A candidate wishing to take an additional subject may do so either at the same examination as that at which he takes the stated subjects or at another examination. Candidates desiring to be registered as medical students may offer both Geometry and Algebra; and may take them at the same examination, or having passed Responsions with only one of them may take the other separately at a later examination.

The examination in stated subjects is in writing; but in the additional subjects there is a *vivâ voce* as well as a written test in the languages.

The names of successful candidates are published in alphabetical order in the "University Gazette." Information as to the work of a candidate is given only on the application of an officer of the Society presenting him for examination.

The number of entries for Responsions in 1908 was 1,013. The number of individual candidates, however, was only 736, some having entered for more than one of the four examinations held during the year.

There are a number of examinations in which success (under certain conditions) entitles a candidate to exemption from Responsions; and, on the other hand, a success in Responsions is accepted for certain purposes by other Universities and bodies.

(ii) College Entrance Requirements.

There are in the University of Oxford 21 Colleges, one Academical Hall, and a body of non-Collegiate students, each of which makes its own regulations for the admission of students. There are also three private Halls; but these may be disregarded

for the present purposes.* For the sake of convenience, the term "Colleges" will in this section be taken to include the body of non-Collegiate Students and St. Edmund Hall.

With two exceptions all the Colleges have special Entrance examinations of their own. In one of the two exceptional cases, candidates for admission are, as a rule, required to have passed Responsions. In the second case no examination is prescribed; but candidates must satisfy the Principal that they are likely to pass their University examinations within a reasonable time.

In five Colleges candidates are, or may be, required before being admitted, to pass Responsions (or an equivalent examination) as well as the College Entrance examination.

In six other Colleges, in which candidates are generally required to have passed Responsions (or an equivalent examination) before coming into residence, success in Responsions, if gained before taking the special Entrance examination, is accepted, either wholly (in one case) or partly (in five), in lieu of the latter.

In the remaining nine Colleges Responsions is not a necessary qualification for admission, but in seven of these it is accepted as a complete, and in two as a partial, substitute for the Entrance examination.

From the above it is seen that of the 20 Colleges which have Entrance examinations, eight forego their own examination entirely in the case of those who have passed Responsions, while seven others allow such success to count in lieu of a part of their own examination. The remaining five do not appear to accept Responsions as even a partial substitute for their own examination.

All except two Colleges accept some other examination or examinations in place of their own. Nine accept any examinations which exempt from Responsions. Seven others accept a Certificate of the Oxford and Cambridge Schools Examination Board. Nine admit students who have done well in a Scholarship examination (but without winning a Scholarship) without further examination. And a few other qualifications are also accepted.

Persons elected as Foundation Scholars, Bible-Clerks, Exhibitioners—which election is almost invariably secured by means of a competitive examination—do not have any further entrance examination to pass.

It will not be necessary to give in detail the subjects set in these entrance examinations. In many cases they are exactly the same, or almost the same, as the Stated Subjects in Responsions. But even where the subjects are the same, the detailed requirements within the subjects are sometimes different. In Latin, for instance, Prose Composition is sometimes required,

* Information as to one College not being available, this has also been omitted from the following analysis.

and in some cases both set-books and unprepared translation are obligatory in the languages instead of being alternative as in Responsions. In some cases subjects which are not included in Responsions are required; while in a few, certain subjects of Responsions are omitted. For example, an English paper is set in several of the examinations, and a paper of general questions in a few others. One of these general papers includes questions on Scripture, English Literature, History, Elementary Natural Science and political and general information. A modern language is alternative to Greek in two cases, and is an optional subject in two others. History, Mathematics, Natural Science, and French or German are optional subjects in one examination. The examination in which the requirements are most in excess of Responsions is probably that in which a candidate who has not already passed Responsions has to take all the Stated Subjects, and also: (1) An English Essay or a paper of general questions; (2) Gospels (including the Greek); and (3) one of the following:—(*a*) Classics; (*b*) Mathematics: (*c*) Natural Science; (*d*) Modern History; or (*e*) some other approved subject; in addition to which he may take a modern language as an optional subject. Candidates who have already passed Responsions do not have to take the Stated Subjects again for the purposes of this examination.

It is worthy of note that two at least of the Colleges refuse, as a rule, to admit students who are over a certain age, viz., 21 and 20 respectively. These appear to be the only instances in which age is specifically made a qualification for entrance to the University.

There do not appear to be any fees for the examinations; but there are generally (though not always) fees for admission to College. These do not usually exceed 5*l*.

(b) *Cambridge University.*

As in the case of Oxford it will be well to begin with a description of the first examination of the University—called at Cambridge the "Previous Examination"—and afterwards to deal with the separate entrance requirements of the individual Colleges.

(i) The Previous Examination.

This examination must be taken by all candidates for a degree unless they obtain exemption. It is open to members of the University, and also to persons who are not members,* provided that in the latter case they are *bonâ fide* applicants for admission. In such cases a certificate to that effect must be given by the tutor of a College or Hostel, or the Censor of non-Collegiate students.

* It is understood that a large proportion of candidates now take this examination before commencing residence

The examination is held, at the University, four times a year. There is no limit of age for candidates. The fees for examination are 1*l.* 5*s.* for Part I., 1*l.* 5*s.* for Part II., and 1*l.* 5*s.* for an Additional Subject. Single subjects, taken for the purpose of completing a qualification for exemption, are charged at the rate of 5*s.* each subject. There are in addition fees for Matriculation (5*l.*) and, generally, for admission to College (varying from 1*l.* to 5*l.*).

There are three parts to the examination, viz., Part I., Part II., and Additional Subjects. Candidates for the ordinary degree have only to pass in Parts I. and II., but Honours candidates have to take those parts and also an Additional Subject.

From the following lists of subjects, it will be seen that Part I. consists mainly of Classics, and Part II. mainly of Mathematics.

Part I.

(1)—(*a*) One of the Gospels in the original Greek; or
(*b*) One of the Greek or Latin Classics.
(2)—(*a*) One of the Latin Classics; or
(*b*) Two or more unprepared passages of Latin of ordinary difficulty, to be translated without the use of a dictionary.
(3)—(*a*) One of the Greek classics; or
(*b*) Two or more unprepared passages of Greek of ordinary difficulty, to be translated without the use of a dictionary.
(4) Two or more easy unprepared passages of Latin, the use of a dictionary being allowed.

Part II.

(1) Either Paley's "Evidences," or Elementary Logic, or Elementary Heat and Chemistry.
(2) Geometry, Theoretical and Practical.
(3) Arithmetic and Elementary Algebra.
(4) English Essay (the subjects for which are selected from a set standard work or works).

Additional Subjects.

Candidates for Honours are required to pass in one of the following:—

(1) Mechanics.
(2) French.
(3) German.

The parts of the examination may be taken either separately or all at the same time.

The examination is wholly in writing.

The names of successful candidates are published in four classes in Parts I. and II., and in two classes in the Additional Subjects. The names in each class are in alphabetical order.

The numbers of entries in the several parts of the Previous examination in 1908 were 1,260 in Part I., 1,270 in Part II., and 804 in an Additional Subject. Doubtless these figures include

some candidates who entered more than once during the year; but information is not available as to the number of individual candidates either in the examination as a whole or in the separate parts.

Success in the Previous examination is accepted (with or without conditions) by certain other Universities and professional bodies in lieu of their own Preliminary examinations; and either partial or complete exemption from the Previous examination is allowed to candidates who have satisfied certain conditions in other examinations.

(ii) College Entrance Requirements.

There are 17 Colleges and one Public Hostel in the University of Cambridge, and there is also a body of non-Collegiate students. All these institutions will for convenience be referred to as "Colleges" in this section.

With three exceptions, all the Colleges have special Entrance examinations. In the three exceptional cases some evidence of attainments is required.

None of the Colleges makes it a condition that the Previous examination shall have been passed before admission. But of the 16 Colleges which have Entrance examinations, 13 accept the Previous Examination as exempting (one only partially) from their own examination. For this purpose success in both Part I. and Part II. of the Previous examination is generally required; but in two cases a pass in only one part will suffice, while in one case, on the other hand, it is necessary to have passed in both Part I. and Part II. and also in an Additional Subject.

All the Colleges accept some other examinations in lieu of their own. The ones most generally accepted are those of the Oxford and Cambridge Schools Examination Board or of the Cambridge Local Examinations Syndicate, the London Matriculation, and other examinations which are recognised as equivalent to the Previous examination. Many Colleges admit without further test candidates who have done well in the Scholarship examinations without receiving a Scholarship. Those who do obtain Scholarships or Exhibitions are, of course, not required to pass any further examination.

The subjects of examination in nearly every case consist of Latin and Greek and Mathematics, sometimes with the addition of an English Essay. They therefore correspond very closely to Parts I. and II. of the Previous examination with the omission of the Greek Gospel and Paley's "Evidences" (with its substitutes, Logic or Heat and Chemistry). In one case there is also a more advanced paper in one of the Tripos subjects, and in another case a higher paper is optional. One College sets a paper to test general information, and another allows French and German translation as optional subjects.

There do not appear to be any limits of age for admission to any of the Colleges.

An examination fee of 1*l.* is charged in one College; but in that College there is no entrance fee. It seems to be the only one to charge an examination, as distinct from a College entrance, fee.

(b) EXAMINATIONS FOR SCHOLARSHIPS AT THE UNIVERSITIES.

Attention is called to the remarks on the question of Scholarships contained in the Introduction to this Report. In view of the circumstances there alluded to, the Committee have not attempted to collect detailed information with regard to examinations for Scholarships at the Universities. They are not, therefore, in a position to include in this memorandum a description of these examinations.

It may be pointed out that the question of Scholarships in general is referred to briefly in section 9 of this memorandum, where an account is given of the examinations conducted by the Joint Scholarships Board. The award of Scholarships by Local Education Authorities is dealt with in section 8.

(c) UNIVERSITY EXAMINATIONS FORMING PART OF A DEGREE COURSE, SUBSEQUENT TO MATRICULATION, WHICH CAN BE TAKEN IN SECONDARY SCHOOLS.

(i) *The extent to which such Examinations can be, and are, taken in Schools.*

The possibility of examinations which are intended to form part of a University degree course being taken by pupils in Secondary Schools depends on whether the University imposes any restrictions as to the residence of students preparing for its examinations, or as to the manner in which their instruction shall be obtained. Conditions might, of course, be made as to the age of candidates which would influence the extent to which these examinations were actually taken by pupils in Secondary Schools; but they would hardly be such as to preclude absolutely the possibility of some such pupils entering for the examinations. It will therefore be best to commence this section by stating what are the requirements of the various Universities in regard to residence and instruction and (where necessary) the age of candidates.

In the Universities of Oxford and Cambridge the Degree examinations, subsequent to Responsions and the Previous examination, are confined to students resident at the University.*

In each of the Universities of Manchester, Leeds, Liverpool, and Sheffield, admission to the Intermediate examinations for degrees is confined to students who have attended courses of study at the University. It will be remembered that in connection with the Joint Matriculation examination for these four

* With the exception of the Degrees in Music at Oxford, which may be obtained without residence.

Universities higher papers in certain subjects may be taken by candidates for Matriculation or by those who have already matriculated. It is therefore possible for a student after Matriculation to take another University examination of a more advanced character; but such examination is not accepted as a substitute for any part of the Intermediate examinations for degrees.

In the University of Wales a student cannot matriculate until after admission to one of the constituent Colleges of the University (or an approved Theological College), and the pursuance of courses of study in College is in every case a condition of entrance to the post-Matriculation examinations for degrees, save that provision is made for the acceptance of University Extension courses in lieu of not more than one year's attendance at a College.

At Durham the examinations subsequent to Matriculation are, as a rule, open only to resident students. In the Faculty of Letters, however, the Intermediate examination may be taken as an entrance examination, and for the degree of Bachelor of Music it is not clear that any residence is required.

Birmingham University allows students to take the Intermediate Science or Arts examinations or the first examination in Engineering, Metallurgy, or Mining, or the first professional examination in Medicine, before entrance. There does not appear to be any age limit for these examinations.

In the University of Bristol, candidates for the Degree of B.Sc. with Honours are required to pass the Intermediate examination before entering the University. Candidates for the B.A. (Honours) may pass the Intermediate before Matriculation, and candidates for the B.Sc. (Pass) and the B.Sc. (Engineering) who have qualified for Matriculation and have attained the age of 17 may take the Intermediate without previous study in the University.

It is only in the University of London that all the examinations for degrees are open to external students. Here not only the Intermediate but the Final examinations for degrees may be taken by candidates who have never studied at the University, nor under the University's supervision, and those who pass the requisite examinations are admitted to degrees without any requirements as to residence, or attendance at University courses.* It should be stated that the examinations for external candidates differ in some cases from the corresponding examinations for internal students. As a rule a degree may be obtained after passing two examinations subsequent to Matriculation—an Intermediate and a Final. But in Medicine and Veterinary Science there are three examinations between the Matriculation and the Final. The Final examination for a degree may not be

* In the Faculty of Medicine, however, external candidates are required to have pursued their professional studies at one or more of the Medical Institutions or Schools recognised by the University for this purpose.

taken until the expiration of three years from Matriculation "unless the Senate in special cases or classes of cases otherwise determine."* The Intermediate examination may be taken within less than one year after Matriculation, that is to say, a student who has passed Matriculation in January may take the Intermediate in the following July. The age limit for Matriculation being 16, it follows that the Intermediate cannot be taken before 16½ nor the Final before 19.

It will be seen, therefore, that London, Birmingham and Bristol are the only Universities in England and Wales (with slight exceptions in the case of Oxford and Durham) in which it is possible for any examinations in a degree course, subsequent to Matriculation, to be taken by a pupil in a Secondary School. As to the extent to which these examinations are actually taken by such pupils, there is, unfortunately, no definite information. In the case of Birmingham it would seem to be quite small, since, although the number of external candidates is not published, the Pass Lists of 1908 show that only 17 such candidates were successful that year in the Intermediate Science and Arts examinations and in the First examinations in Engineering, Mining, and Metallurgy; there is nothing to indicate the ages of these persons, nor whether any of them were attending school up to the time of the examination. At Bristol also the number of persons taking the Intermediate Examinations before entering the University is certainly very small at present; but the actual figures are not published. In the case of London, we know not only the total number of external candidates who sat for all the examinations, but also, in the faculties of Arts and Science (which attract the great bulk of the candidates), the numbers who were below the age of 22. These figures are given in the following table for the year 1908:—

A.—*London University Intermediate Examinations*, 1908.

Faculty.	Number of External Candidates.			Number of Internal Candidates.
	16–22 Years of Age.	22 Years of Age and over.	Total.	
Arts	409	314	723†	266
Science	473	230	703†	257
Other faculties (except Medicine).‡	(Not stated)		281	209
Total	—	—	1,707	732

* Those who matriculate in January may take a final degree examination in the year next but one ensuing. In Arts and in Science the final examination is held at the end of October.

† Excluding Colonial examinations.

‡ *See* footnote * on page 241. The condition there referred to seems to preclude the candidature of pupils in Secondary Schools.

B.—*London University Final Examinations (for Initial Degrees)*, 1908.

Faculty.	Number of External Candidates.			Number of Internal Candidates.
	18 22 Years of Age.	22 Years of Age and over.	Total.	
Arts - - - - -	65	216	281	103
Science - - - - -	85	296	381*	143
Other faculties (except Medicine.)†	(Not stated)		109	95
Total - - -	—	—	771	341

These tables show the number of candidates below the age of 22, but there still remains the question of how many of them were still attending school, and as to this very little information is available.

Cases do actually occur of students taking a Final degree examination direct from school; but they are no doubt very rare. At the same time it is important to remember that such a thing is possible, especially as any general increase in the age of leaving the Secondary School, if unaccompanied by a corresponding advancement of the standard of degree examinations, might, other conditions remaining unaltered, tend to a growth of the practice.

As regards the Intermediate examinations, some light is thrown on the question by figures supplied to the Committee by the University of London. These are based on returns made by schools under inspection by the University. They show that at 42 of these schools work of a post-Matriculation character was being done, and that approximately 160 pupils reached the standard of the Intermediate.‡ It does not follow, however, that all these 160 pupils actually took the Intermediate examination. But, on the other hand, there may have been other candidates in schools which were not under the inspection of the London University who yet took the University's Intermediate examination. In fact, it seems certain from a consideration of the Pass Lists that this was so. In these lists is given after the name of each successful candidate the name of the College or school (if any) from which he proceeded to the examination. Judging by the names of the institutions so given in the lists relating to the examinations of July 1910 it would appear that at the Intermediate Arts over 100, and at the Intermediate

* Excluding Colonial examinations.

† *See* footnote * on page 241. The condition there referred to seems to preclude the candidature of pupils in Secondary Schools.

‡ The year to which the returns relate is not stated.

Science over 50, pupils from Secondary Schools *were successful* at those examinations. No information is available as to the place of education of the candidates who failed.

From what has been said above, it seems clear that the number of Secondary School pupils who take University degree examinations after Matriculation is at present not large. But this does not mean that the question is unimportant, especially as there are reasons for thinking that the practice of taking University examinations in school (if unchecked) is likely to grow. Probably the most important of these reasons is the fact that certain definite advantages may be gained by taking the Intermediate examinations at school. A student who takes the London Intermediate before leaving school can take the external degree after only two years of post-school study. While if he becomes an internal student of the University he can take the Final examination for the *internal* degree in two years, though he does not get the degree itself until he has had a further year of approved study. But the fact that the examination can be taken after only two years is in certain circumstances so convenient that in at least one important London Training College preference is given to candidates for admission who have passed the Intermediate examination. Such students can complete their degree course in the first two years at the College, and then devote their third year to professional training. At Birmingham a student who has passed the Intermediate examination before entering the University can, in the faculties of Arts and Science, take the Final examination for the bachelor's degree after only two years. He cannot get the degree itself until after a third year of study at the University, but in that year he can qualify for the master's degree. In the faculty of Engineering the passing of the first examination (after Matriculation) before entrance reduces from four to three years the period of study required for the degree. At Bristol, the passing of the Intermediate examination before entrance exempts from the Intermediate course, but does not reduce the period of University study required for the degree.

(ii) *Description of certain of these Post-Matriculation Examinations.*

It will not be necessary to describe in detail all the degree examinations that can be taken by pupils at school; but in the case of the two which are so used more than any others a brief account of their general character may usefully conclude this section. The examinations referred to are the Intermediate Arts and the Intermediate Science examinations of London University. These examinations as taken by external candidates (and as described below) differ from the corresponding examinations for internal candidates.

The examinations are held once a year (in July) in London and also in a few provincial centres (17 in 1910).* They are open only to those who have matriculated not later than the preceding January. The fee is 5*l*. Candidates may be examined either for a Pass or for Honours. Those who fail in Honours may be recommended for a Pass.

The lists of successful candidates are published in a supplement to the University Gazette. Copies are also sent to colleges or schools from which successful candidates have come, to successful candidates themselves if they have supplied stamped addressed envelopes, and to the press. The names of candidates, followed by the names of their colleges or schools (if any) are arranged in alphabetical order—in one list in the Pass examinations and in three classes in the Honours examinations. Unsuccessful candidates are informed of the subjects in which they have failed; but information as to marks or position on the list is not supplied.

As regard the subjects of examination—

(i) For the Intermediate Art Examination they are as follows:—

(1) Latin, with Roman History, *or* Greek with Greek History.
(2) One of the following:—
  Latin with Roman History, if not taken under (1).
  Greek with Greek History, „ „ „
  French.
  German.
  Hebrew.
  Chinese.
(3) One of the following:—
  Pure Mathematics.
  Applied Mathematics.
  Physics.
  Chemistry.
  Botany.
  Geology.
  Logic.
(4) Any one of the previous subjects not already taken, *or* History, *or* Geography, *or* Italian, *or* Spanish.
(5) English Literature and Essay (this subject may—in the case of candidates for a Pass—be postponed until a subsequent Intermediate examination, or until the Final examination).

Honours candidates may be examined in one or more of the following subjects, but the number of subjects for Pass and Honours together may not exceed five, and the combination of Pass and Honours subjects must satisfy the requirements of the five sections above.

Latin.	French.
Greek.	German.
English.	Mathematics.
History.	Logic.

* Only the Pass examinations are held out of London. All Honours papers and practical examinations in Science must be taken at the University.

Candidates for Honours are not examined in the corresponding subjects of the Pass Examination.

In modern languages there are oral tests, and there are practical examinations in Science. In the Physics, Chemistry, Botany and Geology papers, questions are set involving (1) the translation of passages in French or in German, and (2) answers with regard to the subject-matter thereof.

(ii) For the Intermediate Science Examination, a candidate for a Pass must take four out of the following seven subjects, one at least being selected from the first three:—

(1) Pure Mathematics.
(2) Applied Mathematics.
(3) Experimental Physics.
(4) Chemistry.
(5) Botany.
(6) Zoology.
(7) Geology.

Honours papers may be taken in one or more of the following subjects:—

Mathematics (Pure and Applied).
Experimental Physics.
Chemistry.
Botany.
Zoology.
Geology.

No candidate may take both the Honours and Pass papers in the same subject. Those who take Honours in Mathematics (Pure and Applied) are only required to take two other subjects.

Questions are set involving (1) the translation of passages in French or in German, and (2) answers with regard to the subject-matter thereof.

There are practical as well as theoretical examinations.

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3. Civil Service Examinations.

(*a*) General Account of the Posts filled by Examinations of a kind affecting Secondary Schools.

Examinations play a very prominent part in the appointment of persons to situations in the Civil Service. In fact for the great majority of such posts (except such as are filled by promotion in the ordinary course) some special examination is normally required. These examinations are of three kinds, namely:—(1) Open competitions; (2) Limited competitions; and (3) Qualifying examinations. Of these different kinds of examinations, the first mentioned are by far the most important in relation to the question of examinations in Secondary Schools, not only because the number of candidates entering for them is larger than in the case of the others, but also because where previous service is a condition of entrance, as it is in many, if not most, of the examinations under the other two heads, the candidates cannot be school pupils. The third class of

examination (*i.e.*, the purely qualifying tests) applies to cases where persons who are already serving are promoted to higher offices and to some other appointments of a kind which need not be entered into here. They do not appear to be of such a nature as to affect Secondary Schools. As regards the limited competitions, it has already been mentioned that most of them are restricted to persons already in the Service, and are therefore not open to pupils in Secondary Schools. The number of limited competitions is considerable, and the precise conditions in each case have not been ascertained; but it is clear that those in which either the restriction mentioned or some other circumstance which precludes or makes improbable, the entrance of Secondary School pupils does not exist, are taken by so small a number of candidates that they can have but very slight influence (if any) on Secondary Schools. Under these circumstances it seems hardly worth while to consider them in this connection.

This leaves only the open competitions to be dealt with, and some even of these cannot be taken by pupils in Secondary Schools. This is either because the limits of age for competing are so high as to exclude the candidature of such pupils, or because candidates are required to have had some previous professional or technical training and cannot therefore enter the examination direct from a Secondary School.

As regards the question of age, it should be pointed out that in almost every Civil Service examination there is some limit of age for candidates, and often this is such as to confine the examination to candidates above Secondary School age. But the difficulty of course arises of deciding what we mean by Secondary School age, there being no fixed age at which pupils leave school. In view, however, of the fact that the number of pupils who remain at school until the age of 19 or beyond is, comparatively speaking, quite small, and that of those who do so probably the majority are intending to proceed to a University, we may perhaps (ignoring exceptional cases*) regard all examinations which are confined to candidates of 19 or over as being unlikely to affect Secondary Schools.

A list of the more important Civil Service examinations for which Secondary School pupils are eligible to compete will be found in the table at the end of this section (page 268). Examinations for grades of appointment which are usually filled by open competition, but in connection with which no

* Probably the most important exception would be the examination for the India and Colonial Police Services, the age limits for which are 19–21; but the number of candidates is small—on the average rather over 100 a year. The examination for Assistants of Customs and Excise, for which the age limits are at present 19–22, is, on the other hand, taken by large numbers of candidates (two or three thousand a year), but is not of a kind for which a pupil who had remained at a secondary school until so late an age as 19 would be likely to enter.

such competitions were held in the years 1907–9, are not included in this list; nor are those for which the number of competitors is quite small, nor those which are restricted to candidates above 19. The table shows the number of candidates who entered for the various kinds of examination, and the number of posts competed for, during each of the three years 1907, 1908, and 1909. In regard to these figures it is necessary to point out that by no means all the candidates at the examinations were Secondary School pupils. Many of them had left school and were in employment (either in the Service itself or elsewhere), and many had been under instruction at establishments other than Secondary Schools. This point will be dealt with more fully later on; but a warning is given here, because the bare figures might otherwise give a false impression.

It should be pointed out that the examinations included in the table form a very small proportion of the total number held in connection with the Civil Service. This fact will be appreciated when it is stated that the total number of candidates for competitions conducted by the Civil Service Commissioners, the results of which were announced in 1909, was over 22,000,* while the number of different classes of situation in connection with which those competitions were held was about 60. But having regard to the various circumstances (especially the limits of age) likely to affect the candidature of pupils of the kind with which we are here concerned, and ignoring those examinations for which the number of candidates is quite small, we find that there are only three or four Civil Service examinations which call for detailed consideration in connection with the question of examinations in Secondary Schools. Of these the principal ones are the examinations for Boy Clerkships, Second Division Clerkships, and "Intermediate" Appointments; while on the side of girls the examinations for Girl and Woman Clerkships in the Post Office are the most important. The other examinations mentioned in the table are probably of little importance in relation to the question under consideration, being so far as we can judge of a kind that would not usually be taken by Secondary School pupils. Since we have no certain information as to the type of pupil entering for these examinations, it has been thought best to include them; but it will be seen that the examinations are very simple ones and not at all of the character which might be expected in examinations for which it was anticipated that the candidates would be Secondary School pupils.

It may help to a better understanding of those Civil Service examinations with which we are mainly concerned to give a very brief sketch of the kind of way in which the clerical

* Excluding examinations in connection with the Army and Navy, as to which *see* pages 268 ff. and 274 ff., and examinations for promotion.

establishments of the Service are organised. When the principle of open competition for posts in the Civil Service was first adopted an attempt was made to divide the clerical establishments into two classes, viz., Class I. and Class II. Class I. still exists, but Class II. became obsolete after a few years, when a Lower Division of the Service (including both men and boy clerks) was created. This Lower Division was in 1890 renamed the Second Division, and the Boy Clerks were excluded from it. The Service now contains therefore a First Class and a Second Division; but it must not be supposed that throughout the Service there is a complete and uniform organisation of the clerical staffs into these two grades. On the contrary, in addition to other grades of clerk more or less common to the whole Service, there are situations of varying kinds designed to meet the needs of particular Departments. Leaving out of account, however, these miscellaneous appointments (which, however numerous and important in themselves, do not appear to have much bearing on the question of examinations in Secondary Schools), there remains an organisation of which some parts are found in nearly all, while others obtain in several offices. It consists of the following divisions:—

1. Boy Clerkships, filled by open competition.
2. Assistant Clerkships, recruited entirely from the Boy Clerks.
3. Second Division Clerkships, filled mainly by open competition.
4. Staff appointments filled by promotions from the Second Division.
5. A group of situations, known by different names in different Departments, but filled (mainly by open competition) by means of a single scheme of examination, and intermediate between the Second Division and Class I.
6. Class I. Clerkships, filled mainly by open competition.

If, therefore, we confine our attention to the Service in general, it will be seen that a person may enter at one of four stages, viz., (*a*) as a Boy Clerk between the ages of 15 and 16; (*b*) as a Second Division Clerk between 17 and 20; (*c*) by means of one of the "Intermediate" Appointments (*see* 5 above) between 18 and 19½; or (*d*) as a Class I. Clerk between 22 and 24. The last of these may be ignored as affecting Secondary Schools only indirectly, if at all.

In regard to the Boy Clerks, there are some points which it is important to notice, especially in view of their probable effect in greatly lessening a Secondary School pupil's chance of success in the competition for certain higher posts. A person who enters the Service as a Boy Clerk between 15 and 16 has still a chance of passing one of the higher examinations by studying in his spare

time. In fact, he *must* pass some other examination or else leave the Service at a certain age, this age being 18* in the case of those appointed under the present scheme for Boy Clerks and 20 in the case of those who were appointed under the old scheme. Of the more general examinations mentioned above only two can be taken before the age of 18, viz., those for Assistant Clerks and for Second Division Clerks. Many Boy Clerks have in the past entered direct for the Second Division Clerks' examination, and doubtless some will still do so even when the old class of Boy Clerk has entirely passed away, and when none may remain in this grade after the age of 18.* Of the remainder, and those who fail, probably the majority try for Assistant Clerkships, which are given only to ex-Boy Clerks. The Assistant Clerk is of a grade inferior to the Second Division Clerk and has a comparatively low scale of salary. He has, however, a permanent and pensionable place in the Service, and it is therefore open to a boy to make his retention in the Service safe by securing one of these posts while continuing his efforts to pass into the Second Division, the Customs or Excise,† one of the situations coming under the head of "Intermediate Appointments," or some other post. This is, in fact, what many boys do. Those Assistant Clerks who fail in the examinations have still a possibility of promotion to the Second Division on the merits of their office work. Boy Clerks are encouraged to work for a higher appointment by the allowance of "Service marks" in certain competitions. The allowance is made at the rate of so many marks for each period of three months of approved service up to a maximum of eight‡ such periods. The actual number of marks awarded for each period is not necessarily the same at all examinations, even for the same post. In the regulations for Second Division examinations, dated February 1910, it was stated that the number had been provisionally fixed at 10. This would make the maximum number of Service marks obtainable by any one candidate 80.§ Past examinations show that this allowance has a considerable influence on the results, and that it is responsible for the success of a number of candidates who would otherwise have failed ‖ Boy Clerks are

* A slight extension is allowed under certain circumstances, as when a boy is waiting for an opportunity to compete for an Assistant Clerkship, or for the results of an examination to be announced or has passed an examination and is waiting for appointment.

† Assistants of Customs and Excise: Limits of age for admission to competition, at present, 19–22; but it is stated that no announcement can be made as to the limits of age for these situations in future. *See also* footnote on p. 247.

‡ The maximum is 12 in the case of boys who entered the Service by the competition of September, 1908, or a previous one.

§ *See* note ‡ above. In the cases there referred to the maximum is 120, and the Service marks are allotted on a somewhat different basis (*see* page 257).

‖ For further information on this point *see* pages 257 and 266.

also allowed (in common with other Civil servants), after two years' service, to make deductions from their age in reckoning their eligibility to enter certain open competitions. The amount of deduction allowed is generally either one or two years. The effect of this privilege is of course to extend by one or two years the length of time during which a person who has served for a sufficient time as a Boy Clerk remains eligible to compete for a higher appointment. Thus for the Second Division examination (for which the ordinary maximum age limit is 20) such a person could continue to compete until he was 22.

We may now consider certain features of the regulations for Civil Service examinations which are more or less common to all the open competitions. The detailed requirements of the more important examinations will be dealt with in the following section.

The examinations are under the control of a Government Department called the Civil Service Commission, which is charged with the duty of testing the qualifications of persons seeking appointment to posts in the Service. The rules governing such appointments appear to be settled (always subject to the approval of the Treasury) by the Commissioners alone, or by the Commissioners in consultation with the Heads of the Departments concerned. The examinations are not (as a rule) held at any fixed times of the year, but whenever the requirements of the Service make them necessary. The number of posts offered for competition on each occasion depends on the number of vacancies existing at the time or estimated as likely to occur within a limited time after the examination. It frequently happens that the number of candidates to whom appointments are given considerably exceeds the number of places offered beforehand. The examinations may be held at such places as the Civil Service Commissioners determine. In practice certain examinations take place in London only, others in London, Edinburgh and Dublin, and others in those cities and also in a few provincial towns.

As regards the qualifications for admission to the examinations, the rule is that—subject to certain restrictions—all natural-born or naturalised British subjects are eligible, provided they are of the requisite age, health, and character. But persons already serving the State or having been trained at the public expense are eligible only when they are given permission to compete. Without special permission from the Head of the Department concerned, a candidate is not assigned to the Admiralty, War Office, or Colonial Office unless he is a British subject and the son of a father also a British subject; nor to the Foreign Office unless he is a natural-born British subject born within the United Kingdom of parents also born therein.

As regards the age of candidates, there is nearly always

both a lower and upper limit of age*; but some allowance is made as a rule to persons already in the service of the State. Those who have served in the Army or Navy are generally allowed to deduct from their actual age any time during which they have so served. In the case of civil servants (and persons who have served in the Royal Irish Constabulary) the amount allowed to be deducted in this way is usually restricted to one or two years, except in the case of persons whose service commenced before a certain date, and who are allowed by older regulations to deduct as much as five years from their age.

The results of the examinations are published in lists in which either all the candidates or all those who reach a certain standard are placed in order of merit; but the names are given only in the case of those successful, the others being represented by their examination numbers. The marks awarded in respect of each subject are stated throughout the lists.

The principal examinations may now be considered in detail.

(*b*) Detailed Description of the more important of the Examinations.

It is not proposed to describe here all the examinations which are included in the table on page 268. For reasons already stated some of them have very little bearing on the question under consideration, and it seems unnecessary therefore to enter into details in regard to them. It will probably be quite sufficient to give an account (in more or less detail as circumstances seem to require) of those examinations which are of most importance in connection with this inquiry, and in regard to the others merely to state the subjects of examination. In accordance with this plan the examinations for the following situations only are described in this section:—(i) Boy Clerkships; (ii) Second Division Clerkships; (iii) Intermediate Appointments; (iv) Girl Clerkships and Woman Clerkships.

(i) *Examination for Boy Clerkships.*

The age for admission to the examination for Boy Clerkships is 15–16, the age being calculated up to one of four specified dates according to the period of the year in which the examination is held.

The salary of the post commences at 15*s.* a week, or 4½*d.* an hour, and may be raised, after a year's approved service, to 16*s.* a week or 5*d.* an hour.

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* It may be explained with regard to the limits of age for these examinations that when a competition is said to be restricted to candidates between (say) 17 and 20 what is meant is that only those are eligible who have reached the 17th anniversary of their birth and have not passed the 20th. The ages are generally calculated, not to the actual date of the examination, but to some fixed date in the year, half-year, or quarter during which the competition is held.

The number of candidates for the examination is large, and the number of appointments made is also considerable. It is understood, however, that the present intention is to increase the employment of Assistant Clerks (a class, it will be remembered, recruited entirely from the Boy Clerks) and to make a corresponding reduction in the number of Boy Clerks. At present there are about 2,800 Boy Clerks and about 2,600 Assistant Clerks in the Service. The numbers of candidates during the three years 1907, 1908, and 1909 were 2,411, 2,753, and 2,029 respectively. The numbers ultimately declared successful as the result of the examinations in those years was 1,092, 889, and 809.

Examinations are held, when necessary, at London, Edinburgh, Dublin, and about 10 provincial centres. The frequency of the examinations (as well as the number of appointments offered for competition) depends, of course, on the requirements of the Service. As a matter of fact, however, they seem to be held pretty regularly, three competitions having taken place in each of the years 1907, 1908, and 1909, each year in the months of January, May, and September.

The fee for examination is 5*s*.

Seven subjects may be taken in the examination. It is not actually stated that any of them are obligatory; but a sufficient aggregate of marks must be obtained to indicate a competent amount of general proficiency. What this aggregate may be is not stated; but in practice it seems at present to be one-half the possible total. In any case a candidate who did not take the full number of subjects allowed would probably stand very little chance of success in the competition.

The subjects are:—

1. Handwriting and Orthography.
2. Arithmetic (including Vulgar and Decimal Fractions).
3. English Composition.
4. Copying Manuscript.

5–7. Three of the following, including not more than two languages:—

Geography.	German.
English History.	Mathematics.
Latin.	Elementary Science.
French.	

The Commissioners issue particulars of the examinations in certain of the subjects, and more detailed information of the kind of questions asked may be obtained from the examination papers themselves which are on sale. The principles upon which handwriting specimens are judged, in this and also in other Civil Service examinations of which handwriting is a subject, are set out in some detail. The subject "Copying Manuscript," which is perhaps peculiar to Civil Service examinations, consists in making a fair copy of a badly written document in a given time. English Composition appears usually to comprise an essay, the correction of ungrammatical

or badly expressed sentences, and the writing in the candidate's own language of the substance of a piece of verse. The geography paper requires a knowledge of the British Isles in some detail and of the World in outline. There are no set periods in history, and in languages no set books or oral tests. The examination in elementary science is confined to paper work. The arithmetic paper includes a special test of speed and accuracy in adding long columns of figures.

It may be assumed that every candidate takes the four fixed subjects, Handwriting and Orthography, Arithmetic, Composition, and Copying Manuscript. As regards the other subjects (of which a candidate may select three), in the examination of January 1910 they were taken by the number of candidates stated below, the total number of candidates at that examination being 793 :—

Subject.	No. of Candidates.	Percentage of Total No. of Candidates.
Geography	559	70·5
Mathematics	557	70·2
French	508	64·1
English History	471	59·4
Elementary Science	224	28·2
Latin	31	3·9
German	22	2·8

The maximum number of marks obtainable in each subject is 400, with the exception of Copying Manuscript, in which it is 200. As to the marks actually obtained by candidates, the aggregate numbers awarded to the highest candidates in the three examinations held in May 1909, September 1909, and January 1910 were 2,173 (*i.e.*, 84 per cent.), 2,268 (87 per cent.), and 2,155 (83 per cent.) respectively, out of a possible total of 2,600 in each case, and to the lowest successful candidates* 1,583 (61 per cent.), 1,556 (60 per cent.), 1,617 (62 per cent.) respectively.

(ii) *Examination for the Second Division.*

Second Division Clerks are now employed in most of the Departments of the State. It is understood that there are altogether over 3,500 of them in the Civil Service.

The salary of the post (revised in 1907) now commences at 70*l.* a year, and (subject to satisfactory certificates of conduct and efficiency) rises to 300*l.* Higher positions may be attained by promotion.

* 200th, 200th, and 150th respectively.

For admission to the examination for this post a candidate must be between 17 and 20 years of age on the 1st March or the 1st September according as the examination is held in the first or second half of the year. The only other conditions of admission to the examination are those which apply to all "open competitions" under the Civil Service Commissioners (*see* page 251).

The number of candidates is large, the examination being one of the most popular of those conducted by the Commissioners. But it must not be forgotten that many of these candidates are persons already in the Service. The numbers who attended the examinations held in 1907, 1908, and 1909 were 2,185, 2,484, and 1,565 respectively, and the numbers of places offered for competition in those years were 200, 181, and 50. But many appointments over and above the number advertised were made on the results of the examinations in question, bringing the totals of successful candidates up to 265, 261, and 265 respectively. Yet, even so, the percentages of candidates who were successful in these years were only 12, 11, and 17 respectively. It will be seen therefore that this examination directly affects a body of students sometimes eight or nine times as numerous as the successful candidates, to say nothing of the possible indirect influence which it may exercise over the work of other pupils who do not sit for the examination.

The examinations are not held at regular intervals, but, like most Civil Service examinations, whenever the requirements of the Service make them necessary. In 1907 two examinations were held (in March and September); in 1908, two (March and October), and in 1909, one (September). They are "held from time to time at such places as may be deemed expedient." In practice they are held in London, Edinburgh, Dublin, and about a dozen other towns.

The fee for examination is 2*l*.

The scheme of examination was modified in 1900, the changes including the addition of certain fresh subjects which helped to bring the examination more into harmony with the ordinary Secondary School curriculum. The subjects are now as follows:—

1. Handwriting and Orthography including Copying Manuscript.
2. Arithmetic.
3. English Composition.

4–7. Not more than four of the following, of which not more than two may be languages:—

- Précis, including Indexing and Digest of Returns.
- Book-keeping and Shorthand Writing.
- Geography and English History.
- Latin.
- French.
- German.
- Elementary Mathematics.
- Inorganic Chemistry, with Elements of Physics.

Although it is not stated that any subjects are obligatory, a candidate who did not take the full number allowed would have practically no chance of success.

The Commissioners issue syllabuses in Handwriting, Geography, and Elementary Mathematics only; but full information as to the character of the questions can be obtained from the papers, which are on sale. In arithmetic there is a special test of long addition, both vertical and horizontal. In the subject "Indexing" a candidate is required to enter on a form certain particulars of a number of printed documents (usually consisting of a series of official letters and papers relating to some matter of public interest) including a concise statement of the gist of each. The candidate has then to make a "Précis," or brief narrative account, of the whole correspondence, omitting anything which is not material to the main issue. The "Digest of Returns" involves ruling a form (according to pattern) and filling it up with statistics of which some are supplied ready for insertion and others have to be calculated from data furnished. In History and Geography there are two separate papers, one of which is confined to geography, while the other deals mainly with history but contains a few questions combining the two subjects. The language papers consist of unseen translation from and into the foreign language and composition, there being no set books and no oral test. In science there is no practical examination.

The subjects chosen by the 1,565 candidates at the examination of September 1909 were as follows:—

Subject.	No. of Candidates.	Percentage of Total No. of Candidates.
Handwriting, &c.	1,563	100
Arithmetic	1,563	100
English Composition	1,563	100
Précis, Indexing, and Digest of Returns	1,385	88·5
French	1,375	87·9
Mathematics	1,210	77·3
Geography and History	768	49·1
Bookkeeping and Shorthand	619	39·6
Chemistry and Physics	461	29·5
Latin	223	14·2
German	205	13·1

In Handwriting (&c.), Arithmetic, and English Composition the maximum number of marks obtainable is in each case 600. In each of the other subjects it is 400. The aggregate marks obtained by the highest candidates in the competitions of October 1908 and September 1909 were 2,540 and 2,600 respectively—*i.e.*, 75 and 79 per cent. of the possible total of

3,400; while the lowest of the successful candidates* obtained respectively 2,269 and 2,428 marks, *i.e.*, 67 per cent. and 71 per cent. of the maximum. At the examination of September 1909 more than half of the candidates (*i.e.*, just over 800) were in receipt of "Service marks," granted on account of service as Boy Clerks or Boy Copyists. These were given at the rate of 5 marks for each of the first four periods of three months of approved service; 10 marks for each of the second four of such periods; and 15 for each of the third four, the maximum allowable being 120 marks. This maximum of 120 was claimed by no fewer than 233 candidates at the examination in question. Of the Service candidates 31 were included in the 50 who were declared successful when the results were announced, and the marks of 19 of them, without counting the Service marks, were less than those of the lowest successful candidate. Had no Service marks been given 14 of them would have failed to be placed amongst the first 50 candidates. It may be added that the allowance for Boy Clerks appointed as such on the results of an examination later than that of September 1908 will be different from that stated above. At present it is fixed provisionally at 10 marks for each period of three months up to a maximum of eight such periods.

(iii) *Examination for "Intermediate Appointments."*

The title "Intermediate Appointments" is used for convenience to indicate a group of situations recruited by means of a single scheme of examination but actually known by different names in the seven Departments which make use of them. The scheme was instituted in 1892 in the Admiralty, and has since been adopted by other Departments; but it has been revised several times and did not attain its present form until 1906. The scale of salary is the same in the several offices, viz., 100*l.* a year rising to 350*l.* (subject to satisfactory certificates); but the prospect of promotion to higher positions varies.

A candidate must be between 18 and 19½ years of age on the 1st May or the 1st November, according as the examination is held in the first seven or the last five months of the year. Persons who have served in the Army or Navy are allowed to deduct from their age the time during which they have so served, and persons who have been two years in the Civil Service† or the Royal Irish Constabulary may deduct one year from their age.

The number of candidates for these examinations is not nearly so large as in the case of the other two examinations we

* *I.e.*, at the time the results were announced (viz., 70th and 50th respectively in order of merit); but since then many other appointments have been made on the results of these same examinations.

† Except Boy Clerks who were appointed on the results of a competition later than that of September 1908.

have already considered, and the number of appointments made is also smaller. The candidates in the examinations held in 1907, 1908, and 1909 numbered 146, 282, and 572 respectively, and the numbers of appointments made from amongst them were respectively 37, 82, and 63. The proportions of candidates successful in these years, therefore, were 25, 29, and 11 per cent. respectively, the examination thus directly affecting from four to nine times as many pupils as were successful.

In each of the three years named there were two examinations. They were held in June and November in 1907 and in July and December in 1908 and in 1909. The main part of the examination is conducted in London, Edinburgh, and Dublin, but the oral and practical tests take place in London only.

The fee for each candidate is 3*l*.

The subjects of examination are as follows:—

CLASS I.

Mathematics I.
English

CLASS II. (Lower Standard).	CLASS III. (Higher Standard).
Mathematics II.	Mathematics III.
French.	French.
German.	German.
Latin.	Latin.
Greek.	Greek.
History (English).	History (English and European).
Chemistry.	Chemistry.
Physics.	Physics.

Both the subjects in Class I. must be taken up, and no candidate is eligible who fails to pass a qualifying examination in Arithmetic and English. From Classes II. and III. may be selected subjects carrying marks up to a certain maximum. This maximum, including the two subjects of Class I., is 14,000, and since each subject in Classes I. and II. carries 2,000 marks and each subject in Class III. 4,000, it follows that a candidate need take only five subjects, and may not take more than seven. The same subject may not be taken both in Class II. and Class III. One of the subjects selected must be a language.

The Commissioners issue a syllabus of the subjects of examination, and the examination papers also may be purchased. English consists of an essay and précis-writing. In modern languages, in addition to translation from and into the language, there are oral tests. There are no set books in any of the language examinations. The history paper presumes some knowledge of geography; in Class III. a choice of periods is given. Practical examinations are held in Mathematics (I., II., and III.) and in the Sciences. The oral and practical examinations are held at a later date than the written examination, and, as stated above, in London only.

The subjects taken by the 290 competitors at the examination of December 1909 are given here in the order of preference:—

Subject.	No. of Candidates.	Percentage of Total No. of Candidates.
Mathematics I.	290	100
English I.	290	100
French III.	151	52·1
Mathematics II.	136	46·9
French II.	116	40
Latin II.	113	39
History II.	92	31·7
Chemistry II.	86	29·7
Physics II.	74	25·5
History III.	64	22·1
Mathematics III.	44	15·2
German II.	41	14·1
Chemistry III.	34	11·7
Greek II.	32	11·0
Latin III.	30	10·3
German III.	24	8·3
Physics III.	21	7·2
Greek III.	10	3·5

Remembering that it is not permissible to take the same subject in both Class II. and Class III., it will be seen from the above figures that 92·1 per cent. of the candidates chose French; 62·1 per cent. chose Mathematics; 53·8 per cent. History; 49·3 per cent. Latin; 41·4 per cent. Chemistry; 32·7 per cent. Physics; 22·4 per cent. German; and 14·5 per cent. Greek. It is compulsory to take at least one language (either ancient or modern); all except 13 candidates (*i.e.*, 95·5 per cent.) took either French or German, while 55 candidates took both. Every candidate who took Greek took Latin as well; there were therefore 42 taking both Latin and Greek. One candidate took all four languages; 45 took three languages; 134 took two; and 110

took only one. As regards Science, 143 took either Chemistry or Physics, and 72 took both. Most of those who chose Science took also the Mathematics of Class II. or Class III.; but 37 of them did not do so.

As regards the marks awarded to candidates at the examination in question, the one highest on the list secured an aggregate of 10,455 (out of a maximum of 14,000), *i.e.*, 75 per cent., while the lowest successful candidate (25th* on the list) obtained 9,164, or 65 per cent. Thirty out of the 290 candidates failed to qualify in one or both of the subjects English and Arithmetic. Amongst these candidates were some who, but for having failed to qualify, would have been comparatively high up in the list; but none would have been so high as to be reckoned amongst the successful ones.

The maximum number of marks in each subject in Classes I. and II. is 2,000 and in Class III. 4,000; but the marks for Arithmetic and Mathematics in Class I. are given separately, 400 being allotted to the former and 1,600 to the latter. The marks awarded in respect of the oral and practical tests are not stated separately, but it is explained that 25 per cent. of the marks assigned to French and German in Classes II. and III. were given on the oral examination, and 20 per cent. of the marks for Mathematics I. (including Arithmetic) and 40 per cent. of the marks for Mathematics, Chemistry and Physics, in Classes II. and III., on the practical examination.

(iv) *Examinations for Girl and Woman Clerkships in the General Post Office.*

The scheme of examination for these two posts is the same, though their limits of age are different. For admission to the examination for Girl Clerkships a candidate must be between 16 and 18; for admission to the examination for Woman Clerkships she must be between 18 and 20. The age is calculated up to the 1st March or the 1st September, according as the examination is held in the first or the second half of the year.

Girl and Woman Clerks are engaged upon clerical work in the several central departments of the General Post Office (not at the ordinary local post offices). Woman Clerks have a scale of salary commencing at 65*l.* a year and rising, by 5*l.* a year, to 110*l.*, with prospects of promotion to higher grades. Girl Clerks start at 42*l.* a year and rise, by annual increments of 3*l.*, to 48*l.* They are eligible (after two years' service and if certified competent) for promotion to the grade of Woman Clerk, or they may be transferred to the class of Female Sorter.

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* *I.e.*, at the time the results were announced; but seven others were ultimately declared successful

The numbers of candidates at these examinations during 1907–9, and the numbers of places competed for, were as follows:—

Examinations.	1907.		1908.		1909.	
	Candidates.	Vacancies.	Candidates.	Vacancies.	Candidates.	Vacancies.
For Woman Clerkships.	261	147	710	320	534	30
For Girl Clerkships.	490	151	586	135	975	149

The examinations take place in London, Edinburgh, Dublin, and about eight or nine provincial towns. As a rule they have been held twice a year—in the spring and autumn; but in 1909 there was only one examination for Woman Clerkships, and it is intended that, in future, competitions for these posts shall, as a rule, be held only once a year, in the spring. While, however, the examinations are held at pretty regular intervals, the number of posts offered for competition has varied a good deal, especially in the case of the Woman Clerkships.

The examination fee is 10*s.* in each case.

The subjects (in regard to which some changes have recently been made) are now as follows:—

1. English Composition (including Writing and Spelling).
2. Arithmetic.
3. Geography.
4. Latin, *or*
   French, *or*
   German.
5. Précis Writing.
6. Not more than one of the following:—
   English History.
   Mathematics.
   One of the languages (Latin, French, German) not offered as subject 4.

This new scheme of subjects came into force for the first time in October 1910. Previously the subjects were as follows:—

1–3. As above.
4–5. Not more than two of the following:—
   Latin.
   French.
   German.
6–7. Not more than two of the following:—
   English History.
   Mathematics.
   Shorthand.

Thus it will be seen that the number of subjects has been reduced from seven to six, the alternative subject Shorthand has been removed, a new subject (Précis Writing) introduced,

and the choice given in regard to other subjects slightly modified.

A syllabus of a few of the subjects is issued; and the papers actually set in the past may be purchased. The examination is conducted entirely by means of written papers. The same set of examination papers is used by candidates for both classes of post.

None of the subjects is said to be obligatory; but, in order to qualify, candidates must obtain a certain aggregate of marks. That aggregate appears to be half the maximum. The following particulars as to the subjects actually taken by candidates relate to the examination of April 1910, which was held under the old scheme of subjects. It was attended by 1,078 candidates, of whom 414 were competing for Woman Clerkships and 664 for Girl Clerkships. All the candidates took the first three subjects —English, Arithmetic, and Geography. Five took only one, instead of two, languages; and five took only one, instead of two, of the other group of alternative subjects. None of the candidates who took fewer subjects than they were allowed to take gained a sufficient aggregate of marks to qualify. The most popular of the languages was French, which was taken by all except two of the candidates. Latin was chosen by 23 per cent. of the candidates, and German by 77 per cent. As to the other three subjects, 90 per cent. took History, 64 per cent. Mathematics, and 45 per cent. Shorthand.

The maximum number of marks is 3,900, of which 500 is assigned to each subject except English and Arithmetic, which carry 800 and 600 respectively. Of the candidates for Woman Clerkships, the highest on the list obtained 3,118 marks (80 per cent. of the maximum), while the lowest of the successful ones (20th on the list) secured 2,820 (72 per cent.). Of the candidates for Girl Clerkships, the highest obtained 2,960 marks (76 per cent.) and the lowest of the successful ones (40th) 2,629 (67 per cent.). Out of 1,078 candidates, 444 failed to qualify by obtaining half marks; of these, 132 were candidates for Woman Clerkships and 312 for Girl Clerkships.

(v) *Subjects of Examination for certain other Posts.*

The subjects of the examination for the situations named in the table on page 268, other than those described in this section, are as follows:—

*Male Sorter.**

*Male Sorting Clerk and Telegraphist.**

Male Learner.†

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* It is understood that no more open competitive examinations will be held for these situations.

† After the next examination (probably early in 1912) open competitions for this situation will, as an experimental arrangement, be discontinued.

Female Learner.

1. English Composition (including Writing and Spelling).
2. Arithmetic.
3. Geography.

Female Sorter.

1. Reading and Copying Manuscript.
2. Writing.
3. Spelling.
4. Arithmetic.
5. Geography of the United Kingdom.

Female Typist and Shorthand Writer.

1. Writing.
2. Spelling.
3. English Composition.
4. Copying Manuscript.
5. Arithmetic.
6. Typewriting.

(c)—The Previous Education of Candidates for Civil Service Examinations.

Statistics as to the previous education of candidates for the Civil Service are unfortunately very incomplete. The Forty-fifth Annual Report of the Civil Service Commissioners contained the results of an investigation into the question; but that took place eleven years ago and can hardly be accepted as giving a reliable indication of the conditions existing to-day. The Secretary of the Civil Service Commission, who gave evidence before us, kindly furnished us with some useful information which he had obtained from an analysis of some recent competitions.* These particulars, however, and also those contained in the Report before mentioned, relate only to the candidates who were successful in the examinations. They are therefore inadequate for a complete consideration of the question, not only because the successful ones generally form but a small proportion of the total number of candidates, but also because they do not enable us to compare the manner of education of the successful and unsuccessful candidates.

The main points upon which information is needed are: (*a*) the number of candidates who *might be* Secondary School pupils, *i.e.*, the number who were of school age and had not prior to the examination entered employment; (*b*) the proportion of these candidates who did actually attend Secondary Schools up to the time of the examination; (*c*) the degree of success of Secondary School pupils as compared with other candidates. We may say at once that we have absolutely no data upon which to base any observations in regard to the third of these points.

First of all, it is again necessary to point out that some of the examinations named in our table on page 268, (*i.e.*, the examinations for situations in the Post Office, except Girl and

* *See* pages 421 ff.

Woman Clerkships) are of a kind for which it seems unlikely that many Secondary School pupils would compete. They are included in the table, because we have no certain information on this point, and because their age limits are not such as to prevent the entry of Secondary School pupils; but we may perhaps assume for the present purpose that, as a rule, candidates for these examinations are not, and would hardly be expected to be, Secondary School pupils who enter the examinations direct from school. It has to be remembered, however, that there are probably some such pupils amongst them.

The remaining examinations in our table are those for Boy Clerkships, the Second Division, "Intermediate" Appointments, and Girl and Woman Clerkships. The average annual number of candidates for these examinations during the three years 1907–9 was 5,995, and the number of posts completed for, 1,566. We will take each grade of examination separately and see how far we can estimate what proportion of candidates (*a*) had been in employment before the examination; (*b*) entered direct from a Secondary School; (*c*) had been preparing for the examination at some institution other than a Secondary School.

In the case of the Boy Clerks' examination the limits of age are so low that very few of the candidates are likely to have been in employment prior to the examination. A table in the Forty-fifth Report of the Civil Service Commissioners shows that out of 190 candidates who were successful at the examination of October, 1900, 111 had been attending Secondary Schools, 59 Public Elementary Schools, and 20 Higher Grade Schools. The requirements of the examination, however, have since that time been made a good deal more severe,* and it hardly seems likely that a boy who had received no education beyond that given in the ordinary Elementary School would now stand much chance of success in the examination. But perhaps even in 1900 most of the Elementary School boys taking part in the examination had had a period of special preparation between the time of leaving school and entering for the examination. The report gives no information on this point. Mr. Hammond's statistics, however (*see* page 424), show that of 271 successful out of 751 candidates, at the examination of September 1909, 107 had

* The present scheme is described on pages 252 ff. The subjects of examination in 1900 were as follows:—

1. Handwriting and Orthography.
2. Arithmetic.
3. English Composition.
4–5. Any two of the following:—
   Copying Manuscript.
   Geography.
   English History.
   Translation from Latin, French, or German.
   Euclid and Algebra.
   Chemistry and Physics.

undergone special preparation, 22 had studied privately, and 14 did not say whether they had prepared specially. That is to say, about half of the successful candidates did not enter the examination straight from school. We have no means of knowing whether an analysis of the unsuccessful competitors would show a similar proportion; but it is no disparagement of the Secondary Schools to suggest that the proportion who had received special preparation might be found to be less over the whole competition than when only the successful candidates are considered. If half the latter did not enter the examination direct from school, it might be that only (say) one-third of the total number were in the same position. In the case of the competition referred to above this would mean that about 500 entered direct from school and about 250 after special preparation. We may probably take it that the number who remained at school up to the time of the examination was somewhere between 350 and 500.

Turning now to the Second Division examination, we have the analysis, furnished by Mr. Hammond (*see* page 424), of the successful candidates at the examinations of March 1907 and September 1909. These figures show that, out of 184 successful candidates at the two examinations, 79 had certainly undergone special preparation, 21 had studied privately, and 71 did not state whether they had prepared specially, but probably had done so*—leaving only 13 (7 per cent.) as having remained at school until the time of the examination. We have rather more information in regard to the examination of September 1909 than to the earlier one. More detailed statistics, supplied to us by Mr. Hammond, as to the first 50 candidates at this examination show that, of these 50 candidates 33 had been employed in the Civil Service since leaving school (all except 2 as Boy Clerks), 1 other had been employed elsewhere, 12 others had received special preparation, and 3 others had studied privately since leaving school, while 1 was at school up to the date of the examination. Of the 3 who studied privately only 1 had left school any considerable time before sitting for the examination, the other 2 sitting within less than 12 months of leaving. We have further ascertained from the published list of marks awarded at this examination that 807 of the 1,565 candidates received "Service marks," which they could only have earned if they had been in the Service as Boy Clerks since leaving school. Probably not less than 100 more had been employed in some other capacity either in the Service or elsewhere, leaving about 650 who might have attended school up to the time of the examination. We saw, however, that only 7 per cent. of the successful candidates at the two examinations referred to above came direct from school, and if this same

* These were doubtless persons already in the Service whose probable attendance at evening classes was not mentioned on their entrance forms (*see* Mr. Hammond's evidence, page 422).

proportion could be applied to the whole of the 1,565 candidates at this later examination we should find that only just over 100 remained at school up to the time of the examination. The percentage might be larger over the whole examination than in the case of the successful ones only; but it hardly seems likely that the number would be more than (say) 300, *i.e.*, approximately 20 per cent. of the total number of candidates.

Before leaving the Second Division Clerks, it may be interesting to notice the degree of success of the Service candidates as compared with the others. It was seen that 31 of them were amongst the 50* successful ones in September 1909 (*i.e.*, 62 per cent.), and now we find that the total number of Boy Clerks or ex-Boy Clerks competing was only 52 per cent. of the total number of candidates. It must be remembered, however, that these candidates were in receipt of "Service marks" (up to a maximum of 120), without which many of them would have failed to reach the first 50. Had there been no Service marks, candidates of this type would have formed only 34 per cent. of the successful ones. At the examination of October 1908, 50 per cent. of those successful and 50 per cent. of the whole number of candidates were Service candidates; but had there been no Service marks only 29 per cent. of the successful ones would have been Service candidates.

We now come to the "Intermediate" Appointments, in regard to which we may again turn to Mr. Hammond's evidence for information as to the successful candidates. Taking together the three competitions referred to by him, we see that 473 candidates competed for 91 posts, and that of the 91 successful, 44 had been specially prepared, 13 had prepared privately, and 4 more did not say whether they had received special preparation. The 61 candidates thus accounted for probably include those of the successful ones who were already in employment. We are informed that of the 151 candidates at the competition of December 1908, 40 were Civil Servants; but we have no similar information in regard to the other two examinations. It is probable that over 100 of the 473 candidates at these examinations were in employment, leaving only about 350 who might have been Secondary School pupils. From what we know of the successful candidates, it seems likely that about half of these had special preparation, the other half coming straight from school.

As regards the examinations for Girl and Woman Clerkships, we see from Mr. Hammond's evidence that a large proportion of the candidates receive special preparation. In the case of the Girl Clerkships, at least 145 out of 176 successful in September 1908 and April 1909, and in the case of the Woman Clerkships at least 108 out of 140 successful in September 1908 and

* As a matter of fact other candidates afterwards received appointments; but at the time the results were announced only 50 were declared successful.

October 1909, had had special preparation or studied privately. It is probable that very few of the candidates for Girl Clerkships have been in employment before the examination; but Mr. Hammond informed us that 25 of the 120 successful candidates for Woman Clerkships in September 1908 were already in the Service. The total number of candidates at the two examinations for Girl Clerkships referred to above was 715. If the proportion who received special preparation were the same for unsuccessful as for successful candidates, the number who entered direct from school would have been not more than 125; it seems likely that it was well under 300. In the case of the two Woman Clerkship examinations, the total number of candidates was 866, of whom probably not less than 200 were already in employment. Judging by the conditions noticed in the case of the successful ones, it might be found that between 200 and 300 came direct from school.

The foregoing calculations have been based on the examinations about which we happened to have information, and they do not refer to any single year. We do not consider that the data upon which they rest are sufficient to justify us in offering any definite estimates as to the numbers of candidates who do or do not receive special preparation. In view, however, of the importance of getting some idea of the general state of affairs, it seemed desirable to give what information we had been able to procure, scanty though it is. From statistics published in the Annual Reports of the Civil Service Commissioners, it would appear that each year, on an average, about 6,000* boys and girls take Civil Service examinations of a kind for which Secondary School pupils might be expected to compete. Of these we have good reason for thinking that well over a thousand are in employment at the time of the examination. As to the remainder, we can do little more than guess at the proportion (*a*) who enter the examination direct from school, or (*b*) who have received special preparation or studied privately. We are inclined to think that about half the candidates may be of one kind and half of the other—say about 2,500 candidates of each type annually. The reasons which have led us to this conclusion are those which are stated in the preceding paragraphs; they admittedly depend largely on conjecture, though having throughout some foundation of known fact.

With regard to the question of special preparation and private study, it may be pointed out that the period during which this took place may have merely filled up a few months between the time of leaving school and of sitting for the examination; while, on the other hand, it may have extended over several years. We have, however, no definite information bearing on this point.

* This average is based on the years 1907–1909. The separate figures for each of these years are given in the table on page 268.

List of the more important Civil Service Examinations open to Candidates from Secondary Schools, with the Numbers of Candidates and of Situations competed for during the Years 1907, 1908, and 1909.

(The figures given in this table have been supplied by the Civil Service Commission. They show the number of candidates who actually attended the examinations held during the years specified, and the numbers of appointments made on the results of those examinations.)

Limits of Age.[1]	Situations in connection with which the Examinations were held.	No. of Candidates and of Posts competed for.							
		1907.		1908.		1909.		Average per Year.	
		Candidates.	Posts competed for.	Candidates.	Posts competed for.	Candidates.	Posts competed for.	Candidates.	Posts competed for.
	(i) Situations common to the whole Service, or to several Departments.								
15-16	Boy Clerk	2,411	1,092	2,753	889	2,029	869	2,398	950
17-20	Second Division Clerk	2,185	265	2,484	261	1,565	265	2,078	264
18-19½	"Intermediate" Appointments (Admiralty Junior Appointments, &c.)	146	37	262	82	572	63	333[2]	61[2]
	(ii) Situations in the Post Office.								
{14½-16 / 15 -18}[3]	Male Learners[4]	1,219	172	823	103	811	49	918	105
17-19	Male Sorting Clerk and Telegraphist.[4]	63	14	181	50	530	46	258	37
18-21	Male Sorters[4]	717	30	906	30	936	21	853	27
15-18	Female Learners[4]	1,621	250	1,634	258	2,429	191	1,915	233
15-18	Female Sorter	800	117	1,202	126	1,520	50	1,174	98
16-18	Girl Clerk	490	151	586	135	975	149	684	145
18-30	Female Typist and Shorthand Writer.	—	—	—	—	199	61	66[5]	20[5]
18-20	Woman Clerk	261	147	710	320	534	30	502	166
	Total	9,904	2,275	11,621	2,254	12,100	1,725	11,209	2,085

[1] *See* footnote on page 252.
[2] The examination being a new one, the average is perhaps misleading.
[3] The lower ages apply to Edinburgh and certain provincial towns; the higher to London and Dublin.
[4] The candidates at "limited competitions" for these posts are not included in the figures given in the table.
[5] This is a new examination; the average is therefore not a reliable guide.

4. Army Entrance Examinations.

The system of examinations for entrance to the Army is in course of change. A revised scheme has been issued, but does not come into full operation until after the 31st March 1912. At present candidates for admission to the Royal Military College, Sandhurst, or the Royal Military Academy, Woolwich, have to pass a qualifying examination and subsequently to enter for a competitive examination.* Other candidates for commis-

* There are exceptions in the case of the Royal Military College, Sandhurst. King's Cadets, Honorary King's Cadets, King's Indian Cadets, Honorary King's Indian Cadets and Pages of Honour at the College have only to qualify.

sions are, as a rule, required to pass a qualifying examination, but have no other literary test. In the new scheme there is only one literary examination, which combines the functions of the present qualifying and competitive examinations. Candidates for the Cadet Colleges will, as a rule, have to qualify in certain obligatory subjects and also to compete at this one examination. Candidates for Commissions who are not competing for Cadetships will take the obligatory subjects only and will have to qualify in them. Further, a certain number of cadetships at the Royal Military College will be reserved for the nomination by the Army Council of candidates recommended by the headmasters of recognised schools.

The existing and the new schemes are described in more detail below.

(*a*) The Old Scheme (*in force until 31st March*, 1912).

For entrance to the Royal Military Academy, Woolwich, and the Royal Military College, Sandhurst, it is (normally) necessary to pass two examinations. The first of these is a qualifying examination and may be either the Army Qualifying Examination or one of the School Leaving Certificate Examinations approved by the War Office. The second examination is competitive. Candidates for Commissions otherwise than through the Cadet College have only to pass the qualifying examination.

(a) *The Qualifying Examination.*

The Army Qualifying Examination is conducted by the Army Qualifying Board, which is composed of representatives of the bodies who grant Leaving Certificates for Army purposes (*see* below), together with one or two representatives of the War Office. In addition to carrying out the arrangements for its own examination, this body is entrusted with the duty of maintaining an equality of standard between the examinations for the Army Qualifying Certificate on the one hand and for the Leaving Certificates on the other. These latter are awarded by the following bodies, which have been approved by the War Office for the purpose:—

Scotch Education Department.
Central Welsh Board.
Oxford and Cambridge Schools Examination Board.
University of London.
University of Birmingham.
Oxford Local Examination Delegacy.
Cambridge Local Examination Syndicate.

There is one important difference between these two kinds of certificate, namely, that whereas the Army Qualifying Certifi-

cate is granted solely on the results of an examination, the Leaving Certificates are awarded only to pupils who have made three years' continuous attendance at one or more approved inspected schools.

We are informed that the majority of the candidates take the Qualifying Examination, only about one-third of the total number qualifying by means of the Leaving Certificates.

For admission to the Army Qualifying Examination a candidate must have reached the age of 17.* The Leaving Certificate examinations may be taken by a pupil of 16; but, if he passed, the certificate would not be granted to him until he attained the age of 17.†

The Army Qualifying Examination is held twice a year (March and September) in London and Dublin. The Leaving Certificates are given on the results of examinations held at various times. These latter examinations are not conducted solely for the purpose of the award of Army Leaving Certificates. Thus, the Leaving Certificates of the Oxford Delegacy and the Cambridge Syndicate are based on the ordinary Senior Local Examinations (taken in the form of a Senior School Certificate Examination); those of the Oxford and Cambridge Schools Examination Board on the School (or the Higher) Certificate Examination; those of London University on the Senior School Examination; those of Birmingham University on the Senior School Certificate Examination; those of the Central Welsh Board on the Senior Certificate Examination.

The fee for the Army Qualifying Examination is 2*l.* in London and 3*l.* in Dublin. In the case of the Leaving Certificates the fee appears generally to be the ordinary fee of the examination on which it is based. But the Oxford Delegates require a special fee of 1*l.* a candidate, and the Cambridge Syndicate a special fee of 2*s.* 6*d.* a candidate (but with a minimum of 1*l.* for any school), in addition to the ordinary fee of 1*l.* for the Senior Local Examination.

The subjects for the Qualifying and for the Leaving Certificate Examinations are:—

1. English
2. English History and Geography.
3. Elementary Mathematics.
4–5. Two of the following:—
   Science (Physics and Chemistry).
   French or German.
   Latin or Greek.

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* Reduced to 16 for the examinations to be held in September 1911 and March 1912, after which no further examinations will be held by the Army Qualifying Board.

† Reduced to 16. The last examination in England and Wales for the Leaving Certificate (for Army purposes) will be held in the Michaelmas Term, 1911.

It is necessary to qualify in each of the first three and in any two of the last three subjects. Candidates for the Royal Military Academy, Woolwich, must, in addition to the above, take a more advanced paper in Mathematics.

The syllabus includes oral tests in modern languages and practical work in Science. A Leaving Certificate must state that the candidate has taken a sufficient course of elementary geometrical drawing and practical geometry, and an elementary course of practical measurements, and has passed in these subjects; or the candidate may, if he likes, take these subjects separately in the qualifying examination.

(b) *The Competitive Examination.*

The competitive examination is conducted by the Civil Service Commissioners. It is held half-yearly, in June and November. Candidates must be between 17½ and 19½ years of age* on the 1st June (for the Summer Examination) or the 1st December (for the Winter Examination), and they must hand to the superintendent of the examination room either an Army Qualifying Certificate or one of the approved Leaving Certificates.

The numbers of candidates at the competitve examinations held in 1907, 1908, and 1909 were 587, 623, and 526 respectively, and the numbers of vacancies competed for were 227, 434, and 545.

The examination is held in London; but candidates usually have the option of undergoing the written part of it at Edinburgh, Dublin, and some other centres. The fee for examination is 2*l.* in London; while for those taking the written part of the examination at other centres it is 3*l.* (with the addition in some cases of a local fee).

The subjects differ but little from those of the Qualifying Examination. They are:—

Class I. (*Compulsory*)

English.
French or German.
Mathematics I. (Royal Military *Academy* only).

Class II. (*Optional*).

Mathematics I. (Royal Military *College* only).
Mathematics II.
History.
German or French.
Latin or Greek.
Science (Physics and Chemistry).

All the subjects of Class I. must be taken. Only two of those in Class II. may be taken, and if one of them be a modern

* The lower limit is to be reduced to 16½ for the Royal Military Academy, and to 17 for the Royal Military College, the change taking effect at the Winter examination, 1911, in the former case, and at the Summer examination, 1912, in the latter. The upper limit is to be reduced to 19 eventually.

language it must be different from the one taken under Class I. In addition to these subjects, candidates may, if they choose, take freehand drawing, to which 250 marks are allotted. Each of the other subjects carries 2,000 marks. Candidates who have served in a contingent of the Officers' Training Corps, and have obtained "Certificate A." therein, are entitled to be credited with 200 extra marks at this examination.

The syllabus includes oral tests in French and German, and practical work in Mathematics and Science. There are no set books. In History candidates must have a sufficient knowledge of the geography of the countries dealt with.

(*b*) The New Scheme (*in force from 1st April* 1912).

(i) *Admission by Examination.*

The separate qualifying examination is dispensed with in the new scheme, and candidates will have instead to qualify in certain obligatory subjects in the Army Entrance examination.* For admission to the Royal Military Academy or the Royal Military College a candidate will (at one and the same time) have to qualify in these subjects and also to secure a sufficiently high place in order of merit on the whole examination.

The examination will, as at present, be conducted by the Civil Service Commissioners, and will continue to be held half-yearly.

The limits of age for entrance to the examination will be 16½ to 19½ in the case of candidates for the Royal Military Academy, 17 to 19½ in the case of candidates for the Royal Military College, and 16½ and upwards for qualification only. The superior limit will eventually be reduced to 19.

The subjects of examination will be—

Class I.—Obligatory.

English.
English History and Geography.
Mathematics A (Elementary).
French or German.
For the Royal Military Academy only :—
Mathematics B.
Science (Physics and Chemistry).

Class II.—Optional.

German or French.
Latin.
Greek.
Mathematics C. (Higher).
For the Royal Military College only :—
Mathematics B.
Science (Physics and Chemistry).

* In the case of candidates for Commissions who are not competing for entrance to one of the Cadet Colleges a Leaving or Army Qualifying Certificate obtained under the existing regulations will (subject to certain conditions) continue to count as a qualification after 1st April 1912.

All the subjects of Class I. must be taken, and a qualifying minimum of 33 per cent. must be obtained in each. From Class II. a candidate for the Royal Military Academy may take only one subject, and a candidate for the Royal Military College may take not more than two. The maximum of marks assigned to each subject will be 2,000, as under the old scheme; but 400 instead of 250 will be offered for freehand drawing. "Certificate A" of the Officers Training Corps will, as at present, entitle to an allowance of 200 marks.

The syllabus will be slightly modified to meet the new conditions.

(ii) *Nomination by the Army Council.*

A certain number of Cadetships at the Royal Military College will be reserved each half-year for the nomination by the Army Council of suitable candidates at recognised schools.

To secure recognition for this purpose a school must be inspected by one of the following bodies:—

Scotch Education Department,
Central Welsh Board,
Board of Education,
Oxford and Cambridge Schools Examination Board,
University of London,
University of Birmingham,
Oxford Local Examinations Delegacy,
Cambridge Local Examinations Syndicate,

and must maintain a contingent of the Officers Training Corps*. The school must have a three years' curriculum and must show that at least 50 per cent. of its pupils remain three years at the school; its curriculum in all the subjects of the Army Entrance examination must be satisfactorily reported on.

The headmaster of a school so recognised will be required to submit lists in order of merit of the candidates he recommends for nomination. To be eligible for nomination a candidate must have attended continuously at least three years at one or more recognised schools; he must be an efficient member of the Officers Training Corps*, and must be within the limits of age for admission to the Royal Military College. He will have to attend at the War Office for interview by the Army Council and for medical examination.

The number of candidates to be nominated from any one school will be determined on each occasion by the Army Council.

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* This latter condition is subject to relaxation up to January 1912 inclusive.

5. Navy Entrance Examinations.

The principal examinations for entrance to the Navy are those for (i) Naval Cadets, (ii) Assistant Clerks in the Royal Navy, and (iii) Dockyard Apprentices and Boy Artificers. It may be said generally that, owing to the age or the previous training of the candidates, these examinations are not closely connected with Secondary Schools.

(i) *Naval Cadets.*

All candidates for Naval Cadetships* are required to present themselves before a Committee, which interviews each one separately. Appointments are made by the First Lord of the Admiralty from amongst candidates recommended by this Committee; but are, in all cases, subject to the candidate passing the Qualifying Literary examination.

The Interviewing Committee sits shortly before the date fixed for each qualifying examination, the latter being held in March, July, and December.

Candidates are eligible for only one interview and one qualifying examination. They must be between 12 years 8 months and 13 years of age on the following 15th May, 15th September, or 15th January, according as they are entered for the March, July, or December examination.

The subjects of the qualifying examination are—

English (including dictation and composition).
History and Geography.
Arithmetic and Algebra.
Geometry.
French or German.
Latin.

The modern language examination includes an oral test, to which importance is attached.

Statistics are not issued either as to the number of candidates for Cadetships or as to the number of entries for the the qualifying examination. The number who were *successful* in 1908 was 201.

The list of successful candidates is published in alphabetical order.

(ii) *Assistant Clerks in the Royal Navy.*

Appointments to Assistant Clerkships are made by limited competition† amongst candidates nominated by the First Lord of the Admiralty.

The number of candidates is comparatively small—about 60 or 70 a year—and the number of vacancies competed for is only about 20 a year.

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* Except Colonial candidates specially recommended.

† With the exception of one candidate a year who is selected by the Board of Admiralty and has only to pass a qualifying examination.

The examination is held in the summer each year by the Civil Service Commissioners, and candidates must be between 17 and 18 on the 15th July.

The examination fee is 1*l.* 10*s.*

The subjects are—

Class I.

1. Arithmetic (including mensuration).
2. Mathematics (algebra, geometry, trigonometry).
3. English (including writing, spelling, dictation, composition, précis, and shorthand).
4. Geography and English History.
5. French or German (including oral test).

Class II.

6–7. Two of the following :—
Latin.
Greek.
Elementary Science (with practical work).
A second modern language.

(iii) *Dockyard Apprentices and Boy Artificers.*

Dockyard Apprentices are appointed by open competition, and Boy Artificers either by open competition or on the recommendation of certain Local Education Authorities.*

The competitive examination for Apprentices and Boy Artificers is the same; but the age limits differ, being 14–16 for the former and 15–16 for the latter.

The examination is held in May each year, the fee being 2*s.* 6*d.*

The number of candidates at the examination of 1909 was 1,146 for appointment as Dockyard Apprentices and 506 for appointment as Boy Artificers, the number of places competed for being 289 and 60 respectively.

It is understood that the examination is not such as could generally be passed by a boy who had received no education beyond that of the Public Elementary School, but that candidates have generally attended a Technical School or one of the places which provide special preparation for the examination. It is probable, however, that some of them come from Secondary Schools.

The subjects are as follows :—

Arithmetic.
English (including writing, spelling, composition, and geography).
Geometry and Algebra.
Elementary Science.
Drawing.

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* A limited number (not exceeding 20 annually) are also appointed from amongst candidates with Service Claims, subject to their passing a qualifying examination in the subjects prescribed for competitors.

A limited number of Local Education Authorities are granted the privilege of recommending candidates for appointment as Boy Artificers, such candidates being entered without examination. These candidates are expected to have educational attainments at least equal to those of boys who enter by open competition, and must have spent at least one year in a Secondary School or at least two years in a Higher Elementary School. The number of candidates so entered is not published; but it is understood that about half the total number of admissions of Boy Artificers are made in this way.

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6. Professional Preliminary Examinations.

(*a*) The Professional Bodies which conduct Preliminary Examinations or Demand Certificates in specified Subjects.

At the head of most of the important professions in this country are societies whose recognition is more or less necessary or advantageous to persons entering those professions. To a greater or less extent, in law, medicine, and teaching, the qualifications which entitle a person to pursue these callings have the sanction of the State. As a rule, however, the various professional bodies owe their influence, not to the possession of any statutory power, but to the need of individuals for the passport of some publicly recognised authority. Nearly all these bodies make regulations as to what they consider the proper course of study and training to fit persons to practice the profession they represent, the reward for passing satisfactorily through the various stages of the course being as a rule admission to the society itself as Associate, Member, Fellow, &c. With the ultimate qualifications, however, we are not concerned. Where the proceedings of the bodies in question touch the Secondary Schools is in their requirements as to the preliminary education of persons desiring to be recognised as students or as eligible to enter upon the course of training leading up to recognition as a qualified practitioner. Some of the societies hold special entrance examinations, at the same time exempting from their own examination holders of approved certificates granted by other bodies. Others, while not holding examinations of their own, demand a certain standard of educational attainment, as evidence of which they recognise certain certificates. Where external certificates are accepted, stipulations are often made as to the subjects which must be covered by them, and it is therefore clear that even where the professional bodies themselves do not examine, their requirements may still be of importance from the point of view of the schools which provide their candidates.

The following professional bodies conduct special preliminary or entrance examinations of their own*:—

Accountants.

The Institute of Chartered Accountants.
The Society of Incorporated Accountants and Auditors.

Architects.

The Royal Institute of British Architects.

Auctioneers.

The Auctioneers' Institute of the United Kingdom.

Engineers.

The Institution of Civil Engineers.

The Law.

The Law Society.

Surveyors.

The Surveyors' Institution.

The following bodies do not hold preliminary examinations of their own, but require from students certificates of general education, and make stipulations as to the subjects to be covered by such certificates:—

General Medical Council.
Royal College of Physicians, London.
Royal College of Surgeons, England.
Society of Apothecaries.
Institute of Chemistry.
Pharmaceutical Society.
Royal College of Veterinary Surgeons.

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* The following bodies also conduct preliminary examinations, but for the reasons stated below they have not been included in this list:—

The National Froebel Union at present holds a preliminary examination which qualifies for entrance to the Union's Elementary Certificate Examination; but this preliminary examination is to be discontinued after 1911. Certain other examinations are recognised for the same purpose, but the Union makes no stipulations as to the subjects to be taken in them. In 1908, 273 candidates took the preliminary examination, and 644 were admitted to the Union's Elementary Certificate Examination on other qualifications.

Trinity College of Music.—Candidates for the Diplomas of Licentiate and Associate in Music are required to pass a "Matriculation" Examination (or some other recognised examination), but the number of entries for that examination is very small (23 in 1908). It may be added that this body is only one of many giving qualifications in Music (though apparently the only one of them which holds a preliminary examination in general education), and its "Matriculation" examination applies to only one small branch of its work.

Board of Education.—The Preliminary Examination for the Elementary School Teachers' Certificate is dealt with in a separate section later on (*see* page 282).

A few other bodies,* while requiring certificates of general education, make no stipulations as to subjects, and need not therefore be taken into account at all in this connection. Of the seven bodies named, the General Medical Council, the Royal Colleges of Physicians and Surgeons, and the Society of Apothecaries act in general agreement. Their requirements as to the subjects of examination are the same, and their published lists of recognised examinations are nearly identical. Moreover, registration as a student by the General Medical Council is accepted by the other bodies as proof of having passed the required preliminary examination; such registration is compulsory for students of the Society of Apothecaries, but not for those of the Colleges of Physicians and Surgeons. The Royal College of Veterinary Surgeons likewise makes the same stipulations as to subjects and has a similar list of recognised examinations. The requirements of the Institute of Chemistry and the Pharmaceutical Society differ from each other and also from the other bodies as regards the subjects to be taken; but their lists of recognised examinations are not very dissimilar.

The Board of Education has not been included amongst the bodies holding preliminary examinations. Its preliminary examination for the Elementary School Teachers Certificate is, however, an entrance examination to a profession, and is indeed of far greater importance than any of the others in respect of the number of candidates—the entries for it being several times as numerous as those for all the others put together. In view of its importance, this examination will be treated separately and in rather more detail than those of the professional bodies before mentioned.

(*b*) Detailed requirements of Professional Bodies as to the Preliminary Examinations taken by their Students.

The number of candidates in 1908 who took the preliminary examinations of the seven bodies named in the first of the above lists was 1,573. The number of persons exempted by those bodies from their preliminary examinations in that year was about 750.† As regards the bodies which require evidence of general education, but which have no examinations of their own

* Namely:—
The Institute of Actuaries.
The Four Inns of Court.
The Chartered Institute of Patent Agents.
The Incorporated Society of Musicians.
The National Froebel Union (in connection with its *Higher* Certificate. But as to its *Elementary* certificate *see* page 277, footnote).

† The exact figures are not obtainable in the case of the Society of Incorporated Accountants and Auditors. Excluding that Society the total was 723. The number who entered for the Society's own preliminary examination in 1908 was 71.

(*i.e.*, the bodies mentioned in the second list above), we cannot give exact figures, as we do not know precisely to what extent the students admitted to the several societies are identical with those registered by the General Medical Council.* The number in England and Wales registered in 1908 by that Council was 639, by the Pharmaceutical Society 332, by the Institute of Chemistry 70, and by the Royal College of Veterinary Surgeons 15.

Only two of the professional bodies have any regulation as to the age at which their examinations may be taken, viz., 16 in each case; but the majority of them fix a minimum limit of age for admission of students, &c. This age is 16 in six cases, 17 in one, and 18 in two. An upper limit of age is not usually fixed, but there are three instances in which it is laid down that a person may not remain a student of the Society after attaining a certain age, viz., 25 in two cases and 21½ in the other. We have no information as to the actual ages of the candidates at these examinations, nor as to how far they are Secondary School pupils.

The object of these preliminary examinations is to obtain evidence that the previous course of the candidates' training is of such a nature as to fit them for their future career. As a rule the evidence required is that of a general education. There is, however, one instance of a subject being required which does not come within what is generally understood by the term general education: this is book-keeping, which is an obligatory subject in the examination of the Auctioneers' Institute. Drawing is compulsory in the examination of the Royal Institute of British Architects; but, although it is a subject which has a special relation to the profession of Architecture, it does not appear to be treated in a technical manner. Shorthand *may* be taken as an alternative subject in two of the examinations. With the exception of bookkeeping and shorthand, the syllabuses do not include any subject which is not generally included in the regular curriculum of a Secondary School.

The subjects of examination are shown in tabular form in Appendix G. on page 357. It will be seen that English and Mathematics are compulsory subjects in all the examinations, though their precise form is not always the same. For instance, in one case Mathematics consists of Arithmetic only; but in that case Algebra and Geometry are included amongst the alternative subjects of which a certain number must be taken. History is obligatory in all except two,† and Geography in all

* The Society of Apothecaries requires its students to have been registered by the General Medical Council. The Royal Colleges of Physicians and Surgeons do not; but it is understood that most of their students are in fact registered by the Council. In the case of the other Societies we have no evidence as to whether any of the students are so registered.

† These two are bodies which have no examination of their own, viz.:—
The Institute of Chemistry, and
The Pharmaceutical Society.

except three* cases. Four† of the bodies insist upon Latin; one other‡ requires both Science and Drawing and one other§ Book-keeping.

The foregoing subjects are compulsory and invariable. In addition, there are others in regard to which some choice is allowed to the candidates. These are also in a sense compulsory in that either one or two of them (as the case may be) *must* be taken; but the candidate is not bound down to a particular one. They will be referred to here as "alternative" subjects. Eight of the 10‖ bodies insist upon a foreign language, ancient or modern, allowing the candidate to select the particular one he prefers, and five give a choice between a foreign language—or a second foreign language—and some other subjects. It should be mentioned that each of the bodies includes *modern* foreign languages in its list of subjects, though only in one case¶ is it absolutely necessary for a candidate to take one of them. Latin is included in the lists of subjects in all the Examinations, but Greek in only five. The following are also mentioned as *alternative* subjects in the regulations of the various examinations, the number of bodies accepting them being as stated in brackets in each case:—

Mathematics**	(3)
Science††	(2)
Shorthand	(2)
Drawing	(1)

Generally speaking, therefore, the examinations do not go outside the following subjects or groups of subjects: English, History, Geography, Mathematics, Languages, Science. Of these the first four and a foreign language are nearly always compulsory. The chief points of divergence between the requirements of the various bodies are (*a*) the insistence upon

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* The Institute of Chemistry,
The Pharmaceutical Society, and
The Surveyors' Institution.

† In considering the subjects of examination, the General Medical Council, the Royal Colleges of Physicians and Surgeons, the Society of Apothecaries, and the Royal College of Veterinary Surgeons, whose requirements in this respect are precisely the same, have been reckoned as one body. These and the following three are the bodies which insist upon Latin:—

The Institute of Chartered Accountants,
The Law Society, and
The Pharmaceutical Society.

‡ The Royal Institute of British Architects.

§ The Auctioneers' Institute.

‖ *See* first sentence of footnote † above.

¶ The Pharmaceutical Society, which makes Latin a compulsory subject, and insists *also* upon a modern language.

** It must be remembered that this subject, or at least Arithmetic, is compulsory in all the examinations. Where it is taken *also* as an alternative subject it involves more advanced work.

†† The subjects of Science which may be offered are shown in the table on page 357.

Latin in four cases, upon Science and Drawing in one, and upon Book-keeping in one; (*b*) the difference in the choice allowed in the alternative subjects; (*c*) a considerable diversity in regard to the number of subjects that must be offered; and (*d*) the variation in the syllabuses of corresponding subjects in the different examinations.

As regards the number of subjects, if we regard English Language and Literature as one and the various branches of Mathematics also as one, the total number required to be taken ranges from 4 to 7. The smallest number of "fixed" subjects (*i.e.*, in which no choice is given) in any of the examinations is 2, and the largest 6. The number of "alternative" subjects which must be offered is never more than 2.

The syllabuses show a good many differences; but in at least one important respect they are all alike, viz., that they are confined to paper work, there being no oral tests in foreign languages nor practical tests in Science. The English paper generally consists of Composition and Dictation, sometimes with the addition of questions on Grammar. It includes Literature in only one case. The period covered by the History paper varies; but in only one of the examinations is a comparatively brief period selected from the rest for special attention. No two of the examinations are exactly alike in their Geography syllabuses, which in some cases deal with the world in general, in others with Europe only, and in others are either confined to or deal specially with the British Isles or the British Empire. In all, except one case, Mathematics, as a compulsory subject, comprises Arithmetic, Algebra, and Geometry (with Mensuration in one instance and Trigonometry in another); the one exception is that of a body which insists upon Arithmetic, but places Algebra and Geometry amongst the alternative subjects. The extent of knowledge called for in Algebra and Geometry differs considerably. In foreign languages there are set books in only one of the examinations—in *modern* languages in none. The modern languages which may be offered are restricted to French and German in three cases, to those two and Italian in one more, and to those three and Spanish in three more; in the remaining three cases the particular languages are not specified. Science is included in only three of the examinations, once as a compulsory subject. The subjects included under this head are different in each case. Further details with regard to the contents of the various subjects are given in a note to Appendix G. on page 356.

All the bodies which have examinations of their own accept certificates of other bodies as exempting from their own examinations. The lists of such certificates differ a good deal; but they generally include some which are accepted unconditionally and some which are accepted only when they cover certain subjects. As a rule, when conditions are imposed, they correspond very closely to the requirements of the special examination

of the body concerned, but in two cases they appear to give a rather wider choice of subjects. In a few instances the stipulation is made that all the subjects shall have been passed at one or at two examinations.

The examinations are all held in London, and most of them are also held in a few other towns. In one case the number of provincial centres is ten, and in another it may be (if necessary) as many as 22. In the other cases it is not more than three.

(c) The Preliminary Examination for the Elementary School Teachers' Certificate.

This examination, which has taken the place of the old King's Scholarship Examination, is conducted by the Board of Education. Success in it qualifies a student (*a*) for admission to a Training College for Elementary School Teachers (but does not entitle him to *claim* admission), or (*b*) for recognition by the Board of Education as an Uncertificated Teacher.* It is not, however, the only means of qualifying for such admission or recognition, a number of other examinations being accepted for the same purpose.

The examination is held each year at such Secondary Schools, Pupil-Teacher Centres, and other places as may be necessary. It is divided into two parts, of which the first is held shortly before Christmas and the second about Easter. Part I. is a qualifying test, and Part II. can only be taken by candidates who have passed Part I. (but not necessarily at the same examination).

Candidates receiving instruction at the time of the examination in a recognised Secondary School or Pupil-Teacher Centre are known as "Internal" candidates, while others are called "External" candidates. Internal candidates are admitted to the examination free, but an external candidate pays a fee of 5*s*. Special fees of 10*s*. or 1*l*. are payable by all candidates who apply for admission after the proper date.

A large majority of the candidates are either pupil teachers or bursars. For such there are no limits of age for admission to the examination; but there are, of course, in connection with their recognition.† Other persons may be admitted provided they will be over 18 years of age on the 31st July following the examination. A large proportion of the other persons so admitted are people who have at some time been employed as pupil teachers or bursars.

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* For admission to the Certificate Examination itself a candidate must, as a rule, have passed an examination qualifying for recognition as an uncertificated teacher. The Preliminary Examination thus serves a third purpose in that it qualifies a candidate (if otherwise eligible) for admission to this later one.

† Pupil teachers and bursars must (as a rule) be between 16 and 18 at the commencement of their period of recognition.

The number of candidates has decreased greatly in recent years, as the following table relating to the years 1907–10 will show :—

Year.	Number of Candidates.		
	Boys.	Girls.	Total.
1907 - - -	3,926	17,297	21,223
1908 - - -	4,122	15,463	19,585
1909 - - -	3,353	11,280	14,633*
1910 - - -	2,355	7,866	10,221*

* Including candidates who passed Part I. at a previous examination and were not required to take it again.

It is not within the scope of this memorandum to inquire into the causes of this decrease, nor are we in a position to estimate how far it is likely to continue. But it is, of course, evident that in so far as the candidates are drawn from Secondary Schools, the smaller their numbers are the less important becomes the examination in its possible influence on those schools.

Of the 10,221 candidates for the 1910 examination, only 8,817 took Part I. on that occasion, the remainder having passed it previously. Of the 8,817, 2,301 (or 26·1 per cent.) failed in Part I., while 532 withdrew after passing it. The total number who entered for Part II. was 7,388, of whom 1,558 (21·1 per cent.) failed. The total number who failed in the whole examination was 3,859.

Only a minority of the candidates are Secondary School pupils. Amongst those who took the examination in 1910 were 1,095 bursars, or late bursars,* in Secondary Schools, and 2,806 pupil teachers, or late pupil teachers,* who had been instructed in Secondary Schools. The other candidates were pupil teachers or late pupil teachers (not instructed in Secondary Schools), 2,794 ; supplementary teachers, 1,113 ; other candidates, 2,413. Included in the last of these numbers are 1,404 candidates who had taken Part I. on a previous occasion and sat only for Part II. of the 1910 examination. Although these are not classified separately† in the statistical tables, it is clear that some of them (probably rather over 250) were late bursars or late pupil teachers instructed in Secondary Schools. As to the

* The expressions "late bursars" and "late pupil teachers" mean only those whose recognition as bursar or pupil teacher had expired within the 12 months preceding the examination.

† They are included in the classification of the total number of candidates who took Part II. ; but since it is not shown how many candidates in each class withdrew after passing Part I., the number who entered direct for Part II. under each head can only be ascertained approximately.

rest, it is understood that the number of Secondary School pupils not being bursars or pupil teachers who enter for the examination is insignificant. It appears, therefore, that the number of Secondary School candidates at the 1910 examination was not much over 4,000.

The subjects of Part I. according to the syllabus of the examination to be held in December 1911, are as follows :—

Reading.
Composition.
Penmanship.
Arithmetic.
Drawing.
Theory of Music.
Needlework (girls only).

All these subjects are compulsory; but in the case of Internal candidates a certificate of proficiency in Reading given by the Head Master or Head Mistress is accepted in place of a test by the Inspector. External candidates are examined in Reading by the Inspector, as a rule during the four weeks preceding the written examination.

The subjects of Part II. for the examination of April 1912, are—

Compulsory.

English Language and Literature.
History.
Geography.

Optional.

Elementary Mathematics.
Elementary Science.
Latin.
Greek.
French.
German.
Welsh.
Hebrew.

Candidates have to take the three compulsory subjects and at least one of the optional ones. They may if they choose take more than one of the latter. Not more than two languages may be taken, and if two are taken one must be Latin, Greek, French, or German. The number of optional subjects that may be taken is therefore limited to four. In deciding whether a candidate has obtained a sufficient aggregate of marks to pass, the marks for only one optional subject (the best if more than one be taken) are included.

The syllabus is of a general character. There are no set books in the Languages, nor set periods in History. The Science and Language examinations consist of paper work only. The syllabus in Elementary Science consists of an Introductory Section and three other sections—A. Chemistry, B. Physics, C. Botany—of which one may be taken (*must* be taken by candidates for distinction). Hitherto there have been two

alternative syllabuses in Science, one as above and the other confined to plant life; this second one is omitted from the 1912 syllabus.

The results of the examination as a whole are published in a list in which the names are arranged in alphabetical order, and are not classified. Distinctions are given in the individual subjects, and these are noted against the names in the list, which also shows the status of the candidate (Pupil Teacher, Bursar, Uncertificated Teacher, &c.), the school (if any) in which employed, and the school or centre in which instructed.

The lists of examinations qualifying for recognition as an Uncertificated Teacher and for admission to a Training College include some which are accepted unconditionally and some which are accepted only when success has been achieved in certain subjects. The qualifying examinations are contained in four different lists, one of which relates to recognition as an Uncertificated Teacher, and the other three to admission to a Training College (i) as a two-year student; (ii) as a student preparing for a degree examination; and (iii) as a one-year student.

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7. Examinations in Special Subjects.

The previous sections of this memorandum have dealt with examinations which are mainly tests of various stages of a more or less general secondary education. In addition, there exist a number of bodies which examine, and grant certificates, in single subjects that are either usually or sometimes taught in Secondary Schools. It is clear that some at any rate of these examinations are taken by pupils in Secondary Schools, but there is in most cases no precise information as to what proportion of the candidates are of this type. Taking them in the bulk it is probable that only a minority of the whole of the enormous number of candidates come direct from Secondary Schools; but, on the other hand, certain of the examinations, especially those in Music and Drawing, are taken every year by very large numbers of Secondary School pupils. In any case these single subject examinations do not appear to have quite so important a bearing upon the subject of our inquiry as the more general ones we have already dealt with, and it is not proposed to describe them in great detail. A reference will in each case be given to the published syllabus from which further information can be obtained.

As an indication of the importance of these examinations in their own sphere it may be noticed that the total number of entries for them in one year amounts to close upon 400,000. The number of individual candidates is of course considerably less owing to the fact that many candidates take several different subjects.

This statement does not profess to exhaust the list of examinations in special subjects. Those which are obviously not

intended for pupils of the kind we have in view (for example, examinations for teachers and for persons in certain other professions), and those whose relation to secondary education is clearly quite small, have not been referred to at all. It is believed, however, that in the following paragraphs there will be found an account of all the more important of the special subject examinations taken by candidates of this kind. Some even of these, it will be noticed, draw only quite a small proportion of their candidates from schools of the kind with which our reference deals.

(a) Examinations in Science, Art, Technical, and Commercial Subjects.

(i) *The Board of Education's Local Examinations in Science and Art.*

The local examinations of the Board of Education in subjects of Science and Art are intended for registered students in schools recognised under the Regulations for Technical Schools, &c.; but other persons are admitted as "external" candidates.*

Up to and including the year 1908, both the Science and the Art Examinations were held in the daytime as well as in the evening; but now the former are held only in the evening. The examinations in Science were held in 1909 at 826 centres, and those in Art at 677 evening and 67 day centres. The local arrangements are in the hands of either a special local secretary, a special paid superintendent, or the managers of the school or class requiring examination.

The total number of entries for the Science Examinations in 1909 in England and Wales was 64,467, and for the Art Examinations, 45,767, or 110,234 in all. But the number of individual candidates was probably a good deal smaller, as many would doubtless have taken several subjects. There are no limits of age for entrance to any of these examinations. The ages at which they were actually taken in 1909 were as follows:—

Under 16	9,613
16–18	22,338
18–21	36,918
21 and over	40,981
Ages not stated	384
	110,234

* Provided that no boy or girl may be so admitted who has been in attendance at a Public Elementary School at any time in the six months immediately preceding the examination, and that pupil-teachers and pupils in preparatory classes attached to Pupil-Teacher Centres, or pupils under 15 years of age in a Secondary School on the grant list may not enter for the examinations without the express permission of the Board.

Probably only a comparatively small proportion even of those under 21 were Secondary School pupils. The statistics, however do not give us any information as to the kinds of school from which the candidates were drawn; nor do they show how many were internal and how many external candidates.

In view of the fact that the Board of Education have recently given notice to the effect that extensive and important alterations will shortly be introduced in their schemes of examination in Science and Art (*see* Circulars 775 and 776), it is not proposed to describe the examinations here. For information as to the conditions under which the examinations were held in 1911 reference may be made to the published Regulations and Syllabuses.*

(ii) *The London Chamber of Commerce.*

The London Chamber of Commerce conducts annual evening examinations in a number of subjects.† They are held at many centres in London and also in over a hundred other places in England and Wales, as well as in other parts of the British Isles, the Colonies, and elsewhere.

The examinations, which include English, foreign languages, mathematics, science, and mercantile subjects, are of two grades —Junior and Senior. It is not necessary to take more than a single subject at an examination, but those who pass in the requisite subjects (some being obligatory for this purpose and others optional) receive a full "Junior" or "Higher Commercial Education Certificate," according as their success is in the Junior or Senior grade. Separate certificates are given in each subject, and these may be exchanged for the full certificate when the necessary conditions have been fulfilled.

The Junior Examination is said to be "suited to pupils in Higher Elementary and Secondary Day Schools, during the last year or two years of their school life, or to young persons employed during the daytime attending Evening Classes at which instruction in commercial subjects is given." The Senior Examination is "suited to youths over 15 years of age who can devote all their time up to the ages of 18 or 19 to study, and to others employed during the day time who can only attend at Technical Colleges or Evening Classes, at which instruction in advanced commercial subjects is given." There are, however, no limits of age for either examination.

In addition to the Junior and Higher Certificates a Teacher's Diploma is awarded under certain conditions. It is based on

* See Regulations for Technical Schools, etc., Price 2*d.* (by post 3½*d.*), and Syllabuses applicable to Technical Schools, etc., Price 4*d.* (by post 7*d.*). To be purchased either directly or through any bookseller from Messrs. Wyman and Sons, Ltd., Fetter Lane, E.C.

† London Chamber of Commerce (Commercial Education Department), Oxford Court, Cannon Street, London, E.C., Syllabus of Examinations, Price (post paid) 1*d.*

the Senior Examination with additional questions and a higher pass mark, and is given only to those intending to be teachers. It is probably not taken by Secondary School pupils.

Statistics are not published as to the number of candidates taking these examinations. The Pass Lists show that in 1910 the total number of successes in single subjects was over 5,000; but the number of individual candidates who were successful would no doubt have been a great deal less. It may also be seen from the Pass Lists that some of the candidates are Secondary School pupils, though the bulk of them evidently come from other schools, including Evening Classes, Technical Schools, Higher Grade Schools, and special coaching establishments.

It is worthy of mention that the syllabuses require in every case an oral test in foreign languages and a practical test in science.

In the List of Passes the names of the successful candidates are placed in alphabetical order in each subject, the names of their schools being stated. Distinctions are given in individual subjects, and are indicated by symbols placed against the names in the alphabetical list. A number of prizes, medals, and scholarships are awarded on the results of the examination to London candidates who comply with certain conditions.

(iii) *The Royal Society of Arts.*

The Royal Society of Arts conducts annual evening examinations* in commercial subjects (including English, arithmetic, modern languages, and other subjects—such as shorthand and book-keeping—of a more exclusively mercantile type), and also in Music. The bulk of the candidates are students at Evening Classes; doubtless there are some who are at Secondary Schools, but no definite information is available on this point.

The examinations are held at local centres, of which the number in 1909 was 414. The total number of individual candidates in that year was 26,155, and the number of papers worked 29,014.†

There are no limits of age for entering the examinations.

The Commercial Examinations are arranged in three stages —Elementary, Intermediate, and Advanced. In modern languages special *vivâ voce* tests may be arranged at centres where there is a sufficient number of candidates. Examinations are held both in the theory and the practice of Music.

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* Royal Society of Arts, Programme of Examinations, Price 3*d.* (by post 4½*d.*). George Bell and Sons, York House, Portugal Street, London, W.C.

† This last number does not include candidates in the *Practice* of Music (392), in *Colloquial* Modern Language (656), or Army Candidates in Shorthand and Typewriting (65); these candidates are, however, included in the 26,155.

Certificates are given in each subject; in the Intermediate and Advanced stages of commercial subjects First and Second Class Certificates are given. Candidates who pass in a specified group of subjects receive certificates of Elementary, General, or Advanced Commercial Knowledge, according to the stage in which they pass.

In the lists of successes the candidates are arranged in alphabetical order under the names of their centres. A number of medals and prizes are awarded on the results of the examinations.

(iv) *The Union of Lancashire and Cheshire Institutes.*

The Union of Lancashire and Cheshire Institutes conducts examinations* which are primarily intended for students of classes connected with the associated institutions (amongst which are Education Committees as well as schools and classes of various kinds). Other schools may, however, under certain conditions, have their students examined, and external candidates are also admitted. The examinations are held only in the evening, and are framed especially for students attending Evening Classes. But to a small extent they are taken by pupils in Secondary Schools, of which, in fact, there are two in association.

The subjects cover a wide range. They are divided into sections, of which the first consists of group courses—Rural, Technical, Commercial, Industrial, Domestic—in which candidates have to pass in a certain number of subjects and obtain a minimum aggregate of marks. The other sections, in which any single subject may be taken, include languages and literature, commercial subjects, science, handicraft, music, domestic, and art subjects. There are oral tests in modern languages and practical tests in handicraft, cookery, and laundry work.

The number of schools and classes which presented candidates in 1910 was 594, and the total number of exercises worked was 96,456. The number of individual candidates was 41,739, of whom 15,821 took the group courses. Statistics are not available to show how many of them were Secondary School pupils; but it is doubtful whether there would have been more than a few hundred. The growth in the number of candidates for the examinations in group courses, which were only started in 1907, has been very rapid; in 1907 the number was 3,510; in 1908, 6,255; in 1909, 12,996; and in 1910 (as stated above), 15,821.

There are no age limits for the examinations, and particulars are not available as to the ages at which they are actually taken.

* Union of Lancashire and Cheshire Institutes: Prospectus 1*d.* (by post, 3*d.*). Annual Report 3*d.* (by post, 7*d.*). Chas. Lever, 40, King Street West, Manchester.

In the group courses there is only one grade of success, "pass"; but in most of the single subjects there are four, viz., Distinction, First Class, Second Class, Satisfied the Examiner. The results of the examinations show the marks obtained by each successful candidate. A number of scholarships, exhibitions, prizes, and medals are awarded on the results of the examinations.

(v) *National Union of Teachers.*

Examinations in commercial, handicraft, and domestic subjects are conducted by the National Union of Teachers.* They attract a large number of candidates (14,250 in 1909) of whom however very few enter from Secondary Schools. Only seven such schools presented candidates in 1909. The great bulk of the candidates sit for the spring examinations, which take place in the evening; but to meet the requirements of students taking commercial subjects in day schools, special day examinations are held in the summer in certain subjects.

The subjects of examination include English, arithmetic, foreign languages (in which an oral test is optional), art, mercantile, domestic, and manual subjects. In most subjects the examination is in three grades—Elementary, Intermediate, and Advanced; and First and Second Class Certificates are given to successful candidates in each grade; distinctions are also awarded. Commercial Diplomas (in three grades) and Preliminary Technological Certificates are given to those who pass in certain groups of subjects. Silver and Bronze medals are offered in the advanced stage of each subject.

(vi) *The City and Guilds of London Institute.*

The City and Guilds of London Institute, through its Department of Technology, holds annual examinations in a large number of technological subjects, and (for Teacher's Certificates) in manual training and domestic subjects.† These examinations are mostly held in the evening, and are not likely to be taken by more than a very small number of pupils in Secondary Schools. The total number of entries for the technological examinations of the Institute in 1910 in England and Wales was 22,443. There are no restrictions as to the ages of the candidates.

(*b*) Examinations in Music.

Examinations in Music are taken every year by many thousands of candidates. They are of diverse kinds and standards, ranging from the most elementary tests up to

* Examinations Board of the N.U.T., Bolton House, 67 and 71, Russell Square, London, W.C.: Syllabus of Examinations.

† City and Guilds of London Institute, Department of Technology. Programme, price 9*d.* net. John Murray, Albemarle Street.

examinations for degrees in Music. Of those which are likely to be taken by pupils in Secondary Schools, the most important are the local examinations conducted by the following bodies :—*

Associated Board of the Royal Academy and the Royal College of Music.
Incorporated Society of Musicians.
Tonic Sol-fa College.
Trinity College of Music.

We have already referred to the examinations of the Royal Society of Arts, which include tests in the theory and practice of Music.

There are of course other well-known institutions which hold examinations and grant diplomas in Music; but their examinations test a higher stage of knowledge than would generally be expected from Secondary School pupils—as also do some of the examinations of the four bodies named. In addition, there are establishments of a private character, some of which hold examinations. We have not thought it necessary to collect information in regard to them; but it is likely that they are taken sometimes by Secondary School pupils.

The total number of entries in 1908 for the examinations of the four bodies named above was about 65,000. The number of individual candidates was less. There are no age limits in connection with these examinations, and there is nothing to indicate what proportion of the candidates were presented from Secondary Schools. Some of them, it is clear, are not intended for such pupils, but even those which are designed with a view to their needs are taken also by other candidates. There can be no doubt, however, that a very large number of pupils in Secondary Schools enter for these examinations.

A description of the various examinations will not be necessary. They are simply examinations in the theory and practice of Music, divided into a number of different grades. No evidence of general education is required in connection with them.†

The examinations of Trinity College and the Associated Board are held both at schools and at local centres; those of the Incorporated Society at local centres only; those of the Tonic Sol-fa College apparently at places and times convenient to the examiners and the individual candidates. The Associated Board and the Incorporated Society, in addition to their

* The Syllabuses may be obtained from the offices of the societies, viz. :—Associated Board, 15, Bedford Square, London, W.C.; Incorporated Society, 19, Berners Street, London, W.; Tonic Sol-fa College, 26, Bloomsbury Square, London, W.C.; Trinity College, London.

† It has already been mentioned that such evidence is required by Trinity College and the Incorporated Society of Musicians of candidates for certain diplomas of a higher standard than those we are now considering (*see* footnotes on pp. 277 and 278).

ordinary local examinations, are prepared to examine and report upon the musical education of whole schools.

In most of the examinations, two classes of certificate are issued—(*a*) Pass and (*b*) Honours or Distinction. Exhibitions, medals, and prizes are given on the results of some of the examinations.

(*c*) Examinations in Drawing.

In addition to certain bodies which examine in this, amongst other subjects, the Royal Drawing Society conducts examinations in Drawing only. The Society's examinations are named (*a*) the School Examinations—for pupils in Secondary Schools, but taken also by a few in Elementary Schools; (*b*) the Illustrating Syllabus—for those who are leaving or have left school; and (*c*) the Teacher-Artist Examination. The first-named was taken in 1908 by 726 Secondary Schools, presenting 44,209 pupils; the second by 66 candidates, whose ages ranged from 15 to 19; and the third by 225, who with but few exceptions were over 20 years of age.

The School Examination, which is the only one that need be considered here, is in seven divisions (viz., Preparatory, and Divisions I–VI.), of which the Preparatory Division can be taken, it is said, by pupils of seven or eight years of age. But there are no actual restrictions as to age in taking the various divisions, though there are some limits in connection with the award of certificates. In each division one paper is set, with two grades of success—Pass and Honours. The full certificate is, however, given only to those who obtain Honours in each of the Divisions I.–VI. A pupil may take more than one division in the same year. The syllabus may be obtained from the Society.*

It is understood that the examination is not held at local "centres," as are most of the other examinations we have considered, but only at the schools whose pupils are entered.

The Society annually awards prizes to the number of 50 to the best candidates.

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8. Examinations conducted by Local Education Authorities.

In order to ascertain what was the practice of Local Education Authorities with regard to examinations in connection with Secondary Schools under their control, a form of inquiry was sent by the Committee to all the County and County Borough Authorities in England and Wales. Information was asked in regard to examinations conducted by the Authorities themselves,

* Royal Drawing Society, 50, Queen Anne's Gate, Westminster, S.W. General Prospectus, price 6*d*.

and also as to any requirements or restrictions imposed by them in connection with entrance for examinations conducted by external bodies. Replies were received from 54 of the 62 counties, and from 66 of the 74 county boroughs. Some of these Authorities have no Secondary Schools under their control, and a few do not even contribute to the maintenance of any Secondary Schools.

In a majority of the counties, and in nearly all the county boroughs, the Local Education Authorities conduct examinations of their own in connection with free places, scholarships, exhibitions, or similar forms of award. Entrance examinations (other than for free places and scholarships) and periodic tests of the work of the schools, though apparently subject in some cases to regulations laid down by the Authority, are conducted as a rule by the teachers themselves without assistance. These purely internal tests, however, are often supplemented by annual or biennial examinations, conducted by outside bodies, in pursuance of the requirements either of the Local Education Authorities or of the Schemes or Articles of Government of the schools. As regards the examination of individual candidates, discretion is, as a rule, left to the schools as to the external examinations to be taken; but some Authorities have regulations on the subject, which, however, generally apply only to scholarship holders. None of the Authorities conduct leaving examinations, except for scholarships.

(a) Examinations at the Commencement of the Secondary School Course.

(i) *For Admission (but not for Free Places or Scholarships).*

In many of the Secondary Schools maintained by Local Education Authorities, the head-teachers (with, if necessary, the assistance of the staff) are required by the Authorities' rules to examine all applicants for admission whether as fee-paying pupils or otherwise. Most of the Authorities, however, appear to leave to the discretion of head-teachers the decision as to the methods to be employed. Some of the entrance examinations are held solely for the purpose of determining the Form in which the newcomers shall be placed; and perhaps this is the primary intention of many (if not most) of the entrance examinations for fee-paying pupils.

Particulars are not usually given in the returns we have received as to the character of the examinations. From such information as is provided it appears that they are usually graduated according to the age of the applicants; that they sometimes include a *vivâ voce* as well as a written test; that for the younger candidates they are mainly confined to English and Arithmetic, but sometimes with the addition of History and Geography; and that from older ones, *i.e.*, those over 13 or

over 14, further subjects are sometimes required, viz.: Algebra, Geometry, French, or one or two of these. It is stated in some cases that the examination is based on the work of the Public Elementary Schools, and in some that the head-teachers of the Elementary Schools recommend candidates for admission. In one area the examination is conducted by the head-teacher and H.M. Inspector in concert; in another by the head-teacher and the inspector of the Local Authority; and in another by the head-teacher, the Secretary for Education, and another person appointed by the Governors.

(ii) *For Scholarships, Free Places, &c.*

Free places in Secondary Schools earning grants from the Board of Education are offered to pupils in Public Elementary Schools under rules laid down by the Board.* In addition to these free places, a number of scholarships are given by Local Education Authorities. In so far as these latter comply with the conditions for the award of free places they may be reckoned as such; and from the information contained in the returns it is impossible to distinguish completely between scholarships which merely fulfil the requirements of the Board's regulations and those which are additional to the ordinary free places. The remarks which follow must, therefore, be taken (unless otherwise stated) to refer generally to the various kinds of awards which are made by Local Education Authorities to pupils at the commencement of their Secondary School course. These awards take the following forms:—(*a*) Free places; (*b*) Scholarships confined to pupils in Elementary Schools; (*c*) Scholarships for which other pupils may compete; (*d*) Allowances (for maintenance, travelling, or board) given under special conditions to the holders of free places or scholarships which do not otherwise include such allowances. It should be noted that free places and scholarships are often awarded on the same examination, and that, in fact, in some areas the only free places provided are those which are given under the name of scholarships.

Various plans have been adopted by Local Education Authorities in making their awards.† Most of them include an examination of some kind; but this is not always one which is designed and carried out by the Authority itself. In many cases it is conducted by an external body—notably by the Joint Scholarships Board, whose Minor Scholarship Examination was used in 1909 by the Education Committees of 17 counties and two

* *See* Appendix to the Regulations for Secondary Schools.

† To prevent misunderstanding we would emphasize the fact that we are dealing only with awards made by county and county borough Education Authorities. Our information is not sufficient to enable us to give a complete description of the methods adopted throughout the country in allotting free places and scholarships, a great number of which are, of course, given by bodies other than these Education Authorities.

county boroughs. The majority of the Authorities who replied to our inquiry, however, do arrange examinations of their own in connection either with free places or scholarships. In these cases it appears that the conduct of the examination is placed in the hands (*a*) of examiners appointed for this purpose; (*b*) of the regular officials of the Authorities; (*c*) of committees representative of the Secondary Schools, the Elementary Schools, and the Education Committee; or (*d*) the head-teacher of the Secondary School, with whom is sometimes associated an Inspector, an Elementary School teacher, or another person. This last method applies especially to the award of free places, which are, indeed, in several instances given on the ordinary school admission examinations which are applicable to all pupils desiring to enter the school.

Junior and Minor Scholarships and free places are, as a rule, reserved for candidates under 13—sometimes under 12—years of age; the minimum age limit, if one is fixed at all, is nearly always either 10 or 11. Scholarships which are not confined to Elementary School pupils are often given at a later age—mostly between 12 and 14.

So far as the free places (or scholarships counting as such) are concerned, the scope of the examination is defined by the Board's Rules. Regard must be paid to the age of the candidates, the subjects in which they have been receiving instruction, and the standard of admission for fee-paying pupils. The subjects in which a candidate below 13 may be required to qualify are limited to English and Arithmetic. Further questions may be set to ascertain the relative merits of the candidates, and older candidates may be subjected to a severer test. The examination may be, and it is observed that it often is, partly oral.

The information supplied to us by the Local Authorities shows that the scholarship examinations which are limited to candidates below 13 do, in fact, consist principally of English and Arithmetic. English, though mainly confined to Composition, Reading, Writing, and Spelling, is not infrequently taken to include History and Geography, while in some cases these are added as optional subjects. Grammar, Algebra, Geometry, Elementary Science, Drawing, and Needlework are further subjects which sometimes appear as compulsory, but more often as optional subjects. When the scholarships are open to Secondary School pupils (in which case the limits of age are often a little higher), French, German, and Latin may sometimes be taken as optional subjects. The examinations are often graduated according to the age of candidates, and in many cases a definite allowance in marks proportionate to the ages of the candidates is made.

The assistance of the teachers of the Public Elementary Schools or other schools attended by candidates is often invoked in making the awards. In the case of free places, such co-

operation is recommended in the Board's Rules. It is secured by asking these teachers to nominate candidates, or to report upon them, or to help in the examination itself.

Many Authorities require that candidates who qualify in the written examination shall undergo an oral test, which is conducted either by the examiners who conducted the written examination, by a special committee, or by the Authority's officials. On this oral test the final selection is made.

Details of the procedure followed are not usually stated, but the following methods which have been adopted in particular areas may be mentioned. They are not given as typical examples, but rather as illustrating the variety of ways in which this matter is dealt with. In certain respects, however, they are similar to what is done in places other than those named.

(*a*) In Dorset, there is a written examination on which those obtaining less than a certain percentage of marks are rejected. An oral examination follows, and is conducted by one person, who goes to the several centres; but he is helped, wherever possible, by the head-teacher of the Secondary School. On the oral examination candidates are arranged in three classes, and those in the third are rejected. The final award is based on (*a*) the marks of the written examination, (*b*) the class in the oral examination, (*c*) any special remarks of the examiners, and (*d*) the reports of the candidates' present head-teachers.

(*b*) In London, head-teachers of Elementary Schools are required to fill up application forms for Junior County Scholarships in respect of all pupils in attendance who are of the requisite age and have reached a certain standard. Even if the pupil is considered unsuitable for the award of a scholarship, the form must still be sent in, the teacher's opinion being stated in a separate communication. Candidates who have not reached the qualifying standard, but are otherwise eligible, may also be nominated. In awarding the scholarships consideration is given to the marks obtained at an examination in Arithmetic and Composition, the reports of the head teachers, and any other information which it may be deemed desirable to obtain.

(*c*) In Middlesex, a written examination by the Authority's officers is followed by an oral test of the qualified candidates conducted by a committee consisting of a representative from the Secondary School and one from the Elementary School, together with an officer of the Authority.

(*d*) In Surrey, also, there is a written examination, and a *vivâ voce* test of those who qualify in it; but the former is conducted by three examiners appointed by the

University of London, and the latter by a board of examiners including the three before-mentioned, together with representatives of the Education Committee and of secondary and elementary education, and the Secretary and Chief Inspector of the Committee.

(*e*) In the West Riding a report upon each candidate is submitted by his head teacher. These reports are considered at meetings of head teachers of the district, and applications from candidates not considered sufficiently good are rejected. Approved candidates attend a written examination, on the results of which a certain number (about one-fifth of the original entries) are selected for an oral test. The scholarships are awarded on the combined results of the written and oral examinations.*

(*f*) At Brighton, there is (i) a written qualifying examination, and (ii) a competitive examination which is largely oral; and both are conducted by a committee of representatives of the Secondary and Elementary Schools and the Education Committee.

(*g*) At Chester, candidates are nominated by the Managers of the Elementary Schools on the results of an examination conducted by them or by the head-teacher, and are subsequently examined, on paper and orally, by the head of the Secondary School assisted by a representative head-teacher of an Elementary School.

(*h*) At Liverpool, where the examinations are conducted by the staffs of the Secondary Schools, the papers are set in conjunction with the Director of Education; candidates are also examined orally by the head-master or mistress.

(*i*) At West Bromwich, the Secretary of the Education Committee examines annually every child in Standards VI. and VII. eligible for scholarships to the Secondary School, and Free Admissions are awarded on the results of this "Merit Examination."

(*j*) At Rotherham, there is a written examination for which the questions are framed by the Director of Education; in the case of each candidate a report of his whole school career is furnished by the head-teacher of his school; those whose written work and report are satisfactory are called up for an oral examination. It is the duty of every head teacher to forward to the Education Office the name of any promising pupil

* *See* Mr. Houghton's evidence (page 483), from which, and not from the returns, this information is obtained.

who has not made individual application to be allowed to enter the competition for scholarships.

(*k*) At Portsmouth, the award of free places is decided not by the results of an educational test, but by the needs of the pupils. All candidates for admission to the Authority's Secondary Schools, however, whether as holders of free places or as fee-paying scholars, have to pass an entrance examination; in necessitous cases (up to a maximum of 25 per cent. of entries) the fees are remitted.

It may be added that some Authorities restrict a proportion of their scholarships to candidates resident in particular parts of their area (*e.g.*, to rural districts or to towns below a certain population), or give special allowances in the examination to those entering from such areas. In some other cases, a proportion of scholarships is allotted to each of the Public Elementary Schools in the area.

(*b*) Examinations during School Life.

As regards examinations during the Secondary School course, reference is made in the Authorities' returns to: (i) Periodic examinations of whole schools or classes; (ii) Examinations of individual pupils for certificates; (iii) Examinations for scholarships and other awards. So far as our information goes, Local Education Authorities do not themselves conduct examinations of pupils in Secondary Schools during their school life, except in connection with scholarships, &c. For the most part they leave to the head-teachers discretion as to the other internal and external examinations to be taken by pupils. Some of them, however, make regulations on this point, which it seems appropriate to mention.

(i) *Periodic Tests.*

Arrangements for periodically testing the work of the schools by means of strictly internal examinations conducted by the teachers themselves are in most cases left entirely to the head-teachers. Some Authorities appear to make general regulations to the effect that such tests shall take place; but in these, as in other cases, the actual arrangements are made by the head-teachers. In practice such examinations are held in most of the schools either at the end of each term or twice a year.

In addition to these purely internal examinations, a few Local Education Authorities require the annual or biennial examination of the whole of a school, or of certain Forms, by an external body. Thus, in Durham all the Authority's schools are examined and inspected by the University of Durham each year (except when a full inspection by the Board of Education is held). In Middlesex and in Surrey such schools are annually examined by the University of London; in Norfolk, and in

Grimsby, by the Cambridge Syndicate; and in West Bromwich by the University of Birmingham. It is possible that similar arrangements have been made by other Local Education Authorities, but they are not mentioned in the returns. In some other places the Authorities require that certain Forms shall be presented yearly for particular examinations.

It must be remembered, of course, that in the case of many Secondary Schools their Schemes or Articles of Government contain clauses requiring the periodic examination of the whole or part of the school. But we are dealing here only with the regulations of the Local Education Authorities themselves, and not with these Scheme requirements nor with the arrangements made by the Governors of individual schools.

(ii) *Examinations of Individual Pupils.*

Some Local Education Authorities insist upon certain external examinations being taken by their own scholarship holders. Apart from this, and the examination of whole schools or Forms already referred to, they do not lay down regulations compelling individual pupils to enter for particular examinations, though, of course, in schools which regularly prepare and present candidates for certain examinations it is expected that individual pupils will fall in with the usual custom. On the other hand a few Authorities have made regulations forbidding pupils to enter for external examinations below a certain age or before reaching a certain Form, or for any examinations other than those which they or the head-teachers approve Others again encourage certain examinations by paying the fees of candidates (or of successful ones), and discourage others by not paying the fees.

(iii) *Examinations for Scholarships.*

Many scholarships are given by Local Authorities to pupils already in Secondary Schools to enable them to continue their attendance until a later age than would otherwise be possible. Some are of a general character, and some are meant only for those who intend to become teachers in Elementary Schools. The former are generally called Intermediate—sometimes Continuing or Senior—Scholarships, and are given at various ages, but mostly between 13 and 15 or between 14 and 16. Bursaries for intending teachers are given between 16 and 18, and other teaching scholarships are given at various ages. Even Minor Scholarships given between 11 and 13 are sometimes reserved for intending teachers; but we are dealing here only with awards made after admission to the Secondary School. Bursaries are often given (and sometimes scholarships) either on the school records of the candidates or their successes in external examinations, or on a combination of the two, no special examination being held for this purpose. Where examinations are held,

either for scholarships or for bursaries, they generally include English, Arithmetic, History, Geography, Languages (ancient and modern), Mathematics, Science, and occasionally Drawing and Music. Of these, the first four are, as a rule, compulsory, and the others optional, but sometimes the choice is more restricted.

(c) Examinations at the end of the Secondary School Course.

There do not appear to be any Local Education Authorities which hold examinations of their own for the purpose of granting certificates to boys or girls about to leave Secondary Schools. A few Authorities give leaving certificates to those who have passed satisfactorily through the school course; but they do not require a special examination for this purpose. Doubtless, also, the head-teachers give some form of certificate to those who need it. Further, where an Authority arranges for the annual examination of a school by an external body which awards leaving certificates, it does provide a means by which a pupil may obtain such a certificate, though not actually giving it itself; and, again, many schools not so examined make a practice of entering their higher Forms for examinations for certain certificates which, though not primarily intended as such, do in fact serve as school leaving certificates.

A great many Local Authorities give scholarships tenable at Universities or other institutions to which students go on leaving the Secondary Schools. Some of these Authorities (13 according to the information given in our returns) conduct examinations for this purpose. Others award them on the results of examinations by external bodies, especially the Joint Scholarships Board, the University of London, and the Northern Universities. Others give them on the records of the candidates' work in the Secondary Schools taken in conjunction with their success in external examinations, or consider each individual case on its merits. Another method, which is adopted in a few cases, is to give scholarships or exhibitions to candidates who (subject to certain conditions) have obtained some other scholarship at a University or other approved place of higher education, or have achieved distinction in some other way.

Various age limits are fixed for these scholarships. In some cases the maximum limit is as high as 25, but generally it is 21, 20, or below.

As regards the examinations conducted by Local Education Authorities themselves, they are, as a rule, of a somewhat specialised character, requiring a high degree of knowledge in comparatively few subjects. But in some cases candidates at these examinations are required to produce evidence of having received a good general education, or to qualify in certain

preliminary subjects. Attendance at an approved Secondary School for a stated period is also sometimes a condition of admission to the examination. The standard demanded is stated in one or two instances to be that of the Universities' scholarship examinations. Some of the examinations include (or may include) an oral test or an interview.

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9. Scholarship Examinations.

For reasons stated in the introduction to our report we have not made any recommendations with regard to scholarships, nor have we made that detailed and lengthy inquiry which would be necessary to enable us to describe the conditions under which they are now awarded. In view, however, of the great part which examinations for scholarships play in the existing system of external examinations in Secondary Schools, some reference to them is necessary in this account of the present state of things. As a matter of fact we have already, in the preceding section, in describing the examinations conducted by Local Education Authorities, covered a good deal of the ground. But although the number of scholarships given by these Authorities is very large, their influence upon the Secondary Schools is, perhaps, not so great as that of others—particularly of those which are given at the different Universities. As to the scholarships given by the Governing Bodies of schools, and by other bodies, it may be pointed out that while they are very numerous they do not all involve special examinations, since many of them are allotted on the results of examinations such as the Oxford and Cambridge Locals and the Matriculation examinations of certain Universities, accounts of which have been given in the earlier portion of this memorandum. Moreover, a number of bodies make use of the system of examinations worked by the Joint Scholarships Board, which was inaugurated solely for this purpose. Since the information at our disposal is not sufficiently complete to justify us in attempting a description of the various scholarship examinations held throughout the country, we shall content ourselves with giving here an account of those which are conducted by the Joint Scholarships Board, which are probably fairly typical of a number of other scholarship examinations held by separate bodies.

The Examinations of the Joint Scholarships Board.

The Joint Scholarships Board was instituted by the Incorporated Association of Headmasters, and consists of representatives of Teachers' Associations, Universities, Local Authorities, and other bodies, with a few co-opted members.

The Joint Board examines the candidates for various scholarships, by means of common sets of papers in three grades (Minor, Intermediate, and Major),* and reports the results to the several awarding bodies. It rests entirely with the latter, on the basis so provided (and possibly also after considering other circumstances), to decide as to the award of the scholarships.

The information supplied to the separate awarding bodies by the Joint Board consists of lists of candidates, in two classes, indicating respectively those who have, and those who have not, attained to scholarship standard. The names are placed in order of merit, except in the case of the Minor Scholarships (One Day) Examination, when they are arranged alphabetically. The awarding bodies (and the head-teachers if those bodies agree) may also, on payment of certain charges, obtain local mark sheets (for private information only) and special reports. Pass lists for the examinations as a whole are not published; but the names of those who are first and second in each subject of examination are (if worthy of special commendation) mentioned in the general reports on the examinations.

In 1909, the Minor Scholarships Examination was used by 49, the Intermediate by 13, and the Major by 14 awarding bodies. The numbers of candidates were—5,161 for the Minor, 296 for the Intermediate, and 120 for the Major Examination.

The appointment of examination centres, and the local arrangements for the necessary superintendence, are in the hands of the awarding bodies.

Further particulars may most conveniently be given in relation to the separate grades of examination. It should be pointed out, however, that in addition to general regulations laid down by the Joint Board, special conditions (as to age, residence, subjects, income limit, &c.) are sometimes attached to particular scholarships.

(i) *Minor Scholarships Examination.*

This examination is designed for pupils proceeding from Elementary to Secondary Schools. Candidates should be not more than 13 years of age. Where desired by the awarding body an age allowance is made by increasing the aggregate marks obtained by each candidate below 13 by 1 per cent. for each month by which his age is less than 13, up to a maximum of 18 per cent.

The examination is arranged on two alternative plans, by one of which it is extended over two days (with an interval of about a month between), while by the other it is taken all in one day. The regulations, except as regards the optional subjects and the number of them that may be taken, are similar.

* Each of these is under the management of a separate committee of the Joint Board

The examination is divided into two parts: (*a*) Preliminary, and (*b*) Final. The subjects of the Preliminary are compulsory for all, and consist of (i) Arithmetic, (ii) Composition, (iii) Dictation (including Spelling) and Handwriting. In order to pass, it is necessary either to satisfy certain conditions in each of these three sections or to secure an aggregate of three-fifths of the full marks. The subjects of the Final are optional, and not more than four of them may be taken in the two-day examination, nor more than three in the one-day examination. They include Scripture, Grammar, History, Geography, Algebra, Latin, French, German (in the two-day examination only), Science subjects, Drawing, Domestic Economy, and Needlework. They are grouped differently in the two examinations; and there are restrictions as to the number of subjects to be taken from each group, which it is perhaps unnecessary to mention here.

The ordinary fee charged by the Joint Board to the awarding bodies is 3*s.* per candidate, with a minimum fee of one guinea; but this does not cover the cost of stationery or of superintendence. A reduction is made where candidates are entered on behalf of more than one awarding body. Presumably the fee (if any) to be paid by the candidates is fixed by the awarding bodies.

(ii) *Intermediate Scholarships Examination.*

This examination is intended for pupils who are prolonging their stay in Secondary Schools. The age of candidates must not, as a rule, exceed 16. An allowance may be made for age, if desired by the awarding bodies.

The examination is in two parts, (*a*) Preliminary and (*b*) Final, and only those candidates who obtain a certain percentage of marks in each of the subjects of the Preliminary are admitted to the Final. The subjects are as follows:—

Part I. (Preliminary): Obligatory Subjects.

(i) English (including Composition, Geography, and History).
(ii) Elementary Pure Mathematics.
(iii) Elementary French *or* German,
(iv) Elementary Drawing and *either* Elementary Experimental Science *or* Elementary Botany.

Part II. (Final): Optional Subjects.

(Not more than two, of which one at least must be (v), (vi), or (vii).)

(v) Mathematics (Pure *or* Applied).
(vi) (*One only*) Advanced French *or* German; Greek; Italian; Latin; Spanish.
(vii) Experimental Science *or* Botany.
(viii) Drawing.
(ix) Domestic Economy and Cookery.

The syllabus includes practical work in Expermental Science in the Final (but not in the Preliminary), and also in Subject (ix); and in Modern Languages easy Dictation in both Preliminary and Final.

The charge for examination is 15*s.* per head when the number of candidates does not exceed 19, and 12*s.* 6*d.* when it is above that number. This does not include cost of superintendence, practical examination centres, stationery, or materials.

(iii) *Major Scholarships Examinations.*

This examination is designed for pupils proceeding to Universities or University Colleges. Candidates must not be more than 19 years of age, unless exceptionally allowed. Age allowances are made when desired.

The examination consists of two parts—Preliminary and Final. The former is held at the candidates' own schools; the latter, a month later, at centres. A candidate is not expected to compete who has not passed an approved examination or can give other evidence of general education which is regarded as equivalent.

The subjects of examination are as follows :—

Part I. (Preliminary): Obligatory Subjects.

1. English Essay.
2. Elementary Pure Mathematics.
3. Elementary Science—*either* (*a*) Elementary Mechanics, Physics, and Chemistry, *or* (*b*) Elementary Botany.
4. Elementary French, *or* German, *or* Latin.

Part II. (Final): Optional Subjects.

Not more than three subjects from one of the following branches :—

A.—Science Branch.

(One at least must be 5, 6, or 10.)

5. Chemistry.
6. Physics.
7. Pure Mathematics.
8. Applied ,,
9. Domestic Economy.
10. Botany.
11. Physical and Mathematical Geography.
12. Drawing.
13. French *or* German.
17. English.
18. Latin.
19. Greek.

B.—Commercial Branch.

(14 and a language from 13 must be taken.)

12. Drawing.
13*a*. French.*
13*b*. German.*
14. Commercial Arithmetic and *either* Book-keeping *or* Shorthand.
15. Commercial History, &c.
17. English.

C.—Literary Branch.

(If Latin is not taken in the Preliminary either 18 or 19 must be offered) :—

7. Pure Mathematics.
13*a*. French.
15*b*. German.
17. English.
18. Latin.
19. Greek.

* Other Modern Languages may be offered.

In the Final there are practical tests in Science and in Domestic Economy, and Dictation and Conversation in the Modern Languages.

The fee is 30*s.* a candidate, but this is distinct from the cost of superintendence and stationery, for which a local fee not exceeding 10*s.* a candidate may be charged.

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10. Entrance Examinations.

We have already referred, in Section 8 of this memorandum, to examinations for admission to schools under the control of Local Education Authorities. The information at our disposal, however, is not sufficient to warrant us in attempting a description of the methods under which boys and girls are admitted to Secondary Schools throughout the country. To obtain such information it would be necessary to make inquiries of each separate school, and the advantages of such an investigation would hardly be commensurate with the obvious difficulties involved. But it must be confessed that the impossibility of dealing with this question causes a rather serious gap in a statement of the present examination system.

It is of course common knowledge that many Secondary Schools do hold examinations of candidates for admission. In fact, it is probable that in nearly every Secondary School newcomers are examined in some way; but this frequently means little more than an inquiry as to the work the pupil has done, and does not necessarily include a test of the knowledge he possesses or of his capacity to acquire more. Even where the examination is of a more formal character, its aim is not always to select the best, or to reject the unfit; but rather, assuming that (normally) all will be accepted, to find their proper places in the school. Even in these cases, however, the headmaster would doubtless be empowered to refuse admission to any who were obviously unfit. There remain, however, a number of schools where a really serious entrance test is imposed, and where those who do not reach a certain standard do not gain admission. As a matter of fact, the whole question of the severity of the entrance examination naturally depends very largely on the degree to which admission to the particular school is sought. The greater the competition for places in the school the higher the standard for admission. Where competition does not exist the entrance examination is necessarily little more than a means of guiding the teacher in placing the pupils in their proper Forms.

It may be useful to refer to the evidence given by some of our witnesses on this point. For example, Mr. Fletcher, Chief

Inspector of Secondary Schools, pointed out that "all school "Schemes required an entrance examination, and although "many schools were not under Schemes the vague principle "of examining pupils at entrance was admitted in nearly all "schools. Neither in Scheme nor non-Scheme schools, however, "was the principle carried out at all thoroughly. Nearly "always on the admission of a new pupil the headmaster "examined him for the purpose of ascertaining his right place "in the school. But the real qualifying examination, plainly "contemplated by the Schemes, was rarely carried out effectively. "Governing Bodies, however, were generally willing to accept "the principle of such an examination, and the tendency to "hold it was certainly growing."

Mr. Stephens, H.M.I., said that "a fee-paying pupil was very "seldom refused admission to a Secondary School, even though "his standard of attainment was low."

Mr. Houghton, Inspector of Higher Education in the West Riding, said that "entrance examinations, so far as they are "conducted by the heads of Secondary Schools, are, for the "most part, of a very perfunctory character. They are "necessarily tests for classification purposes rather than for "admission, since the fees of every fee-paying scholar are a "desirable addition to the school funds."

Mr. Cyril Norwood, Headmaster of the Bristol Grammar School, admitted that "he had not seen much of entrance "examinations, because he had had very little experience of "schools which were able to pick and choose from the material "available. At his own school, however, he had just lately "been able to reject unsatisfactory boys."

The position of the Public Schools in this matter is different from that of most of the schools on the Board of Education's List of Efficient Secondary Schools. Boys entering the Public Schools have, in many cases, already spent some time in a Secondary School, or in an institution which corresponds to the lower part of a Secondary School. The question has a double importance in these cases, because the examination the boys must pass is not only an *entrance* examination to the Public School, but also an examination *during* the course of the Secondary Schools from which they enter—or, in the case of those schools whose work consists almost entirely in preparing for the Public Schools, a *leaving* examination. Moreover, the examination is a much more serious affair than the entrance examination to the ordinary Secondary School. It is, therefore, especially interesting to notice that an attempt has been made—apparently with much success —tc unify the entrance examinations to the Public Schools. The following is a brief description of the arrangements made in this connection.

The Common Examination for Entrance to Public Schools.

This Common Examination was instituted in 1904, and is controlled by a Board of Managers consisting of three representatives of the Head Masters' Conference and three of the Association of Preparatory Schools. The examination in its first year was taken by 521 candidates, and the number has increased each year since, until in 1910 it was 1,902.* The examination is now† adopted by 48 Public Schools.

Candidates are examined either at the Public School to which they are seeking admission, or (under certain conditons) at their Preparatory School. The examinations are held simultaneously, and with identical papers, at the Public and the Preparatory Schools. The conditions under which the examination may be held elsewhere than at the Public School are (*a*) that the headmaster of any school belonging to the Association of Preparatory Schools may have the papers sent to him on application; (*b*) that the headmaster of a school not belonging to that Association may have them sent to him if he obtains the permission of the Public School for which a candidate is entered; (*c*) that in either case a fee of 7*s*. 6*d*. is paid for each candidate. Those who desire to use the papers for boys other than candidates may have extra ones at the price of 6*d*. per set.

Papers are set in the following subjects: —

Latin (Translation, Composition, Grammar).
General (Scripture, History, Geography).
French (Translation, Composition and Grammar).
Mathematics (Arithmetic, Algebra, Geometry).
English (Reproduction, Grammar).
Greek *or* German (Translation, Composition and Grammar).
Latin Verse *or* Nature Study.

The requirements of the individual Public Schools as to which of these subjects are to be taken differ considerably. Certain subjects are not specified at all by some of the Public Schools, others are optional, and others are not expected of younger boys. It is stated that "it may be generally assumed

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* The figures for each year are as follows :—

Year.	Number of Candidates.
1904	521
1905	1,007
1906	1,372
1907	1,520
1908	1,589
1909	1,697
1910	1,902

† January 1911.

" that on 'Modern Side' Greek is not expected, nor Latin " Verse; nor German or Nature Study on 'Classical Side.' " Also that some allowance for age is made in all papers."

The standard of attainments required and the age of admission are not the same in the case of all the Public Schools making use of the Common Examination. To quote again from the Regulations, "The papers are set by examiners " appointed by the Managers; but the answers are looked over " at the Public School concerned, which accordingly determines " the standard in each case."

11. Conclusion.

We believe that in this memorandum we have given an account of all the more numerically important examinations for which pupils in Secondary Schools prepare. But we are aware that other examinations are carried on, and that some of them are taken by Secondary School pupils. For example, certain University, Technical, and Agricultural Colleges have their own examinations for the admission of students, either to the college as a whole or to particular courses. Again, for boys entering upon business life there are some examinations other than those we have referred to as preliminary to certain professions. Most of the large banks (at any rate in London) require young persons seeking to enter their service to pass at least a qualifying examination; and it may be remarked that the suggestion has been made that these examinations should be put on a common basis for all banks and placed under the control of some such body as the Institute of Bankers. Examinations for a similar purpose are held by certain insurance companies, and it may be by some other large employers. For positions in local government, special examinations are sometimes held; the London County Council in particular has organised a system of examinations for clerks in several grades. There are doubtless also examinations, in addition to those mentioned in Section 5, dealing with special branches of education, such as commercial subjects, domestic subjects, and handicraft; and it may be that some of these are taken by Secondary School pupils. But our endeavour to secure approximate completeness, and at the same time to avoid the danger of making statements which, on account of too great compression, might be misleading, has already caused our memorandum to exceed considerably the length to which, when we commenced our investigations, we anticipated that it would extend.

In conclusion, we desire to reiterate the warning, given on page 160, that, although the greatest possible caution has been

exercised in preparing this statement, we cannot be certain that, in extracting the information here set forth from the mass of regulations to which reference has had to be made, some misinterpretations or mistakes have not occurred. We trust, however, that the care which has been taken in reading the printed regulations, supplemented by the experience which individual members of the Committee have had of their actual working, has been sufficient to prevent any serious errors.

APPENDIX A.

STATISTICS SHOWING THE NUMBER OF PUPILS WHO WENT TO THE UNIVERSITIES FROM THE SECONDARY SCHOOLS INSPECTED BY THE BOARD OF EDUCATION DURING THE SCHOOL YEARS 1907–08 AND 1908–09.

[N.B.—The statistics are taken from the whole of the schools which had a Full Inspection by the Board of Education during a period of two years. They were not selected therefore in any way for the purpose of these statistics, and may be regarded as a fair sample of all the schools inspected by the Board.]

Class of School.	Type of Control. (*See* N.B. below.)	Number of Schools.	Number of Pupils at end of School Year prior to Inspection.	Number of Pupils who left during the School Year prior to Inspection.						
				Total.	Number who went to Universities.			Percentage who went to Universities.		
					Oxford or Cambridge.	Other Universities or University Colleges.	Total.	Oxford or Cambridge.	Other Universities or University Colleges.	Total.
								Per cent.	Per cent.	Per cent.
Grant-earning Schools.	C.	105	18,288	5,247*	9*	45*	54	·17	·86	1·03
	D.	15	3,830	1,001	18	26	44	1·8	2·6	4·4
	R.	20	2,625	607	—	9	9	—	1·48	1·48
	F.	151	20,744*	5,596†	44§	110§	154	·79	1·96	2·75
Other Schools on the Efficient List.	C.	—	—	—	—	—	—	—	—	—
	D.	—	—	—	—	—	—	—	—	—
	R.	—	—	—	—	—	—	—	—	—
	F.	35	6,206	1,345*	55*	50*	105	4·09	3·72	7·81
Schools not on the Efficient List.	C.	4	219*	51*	—*	1*	1	—	1·96	1·96
	D.	—	—	—	—	—	—	—	—	—
	R.	3	303	77	—	—	—	—	—	—
	F.	38	3,152*	865†	13‡	20‡	33	1·50	2·31	3·81
Grand Total		371	55,367	14,789	139	261	400	·94	1·76	2·70

* Information not supplied in respect of one school.
† " " " two schools.
‡ " " " four schools.
§ " " " six schools.

N.B.—This classification corresponds with that adopted in the "Statistics of Public Education, Part I., 1908–09."

C. = Council Schools.
D. = Girls' Public Day School Trust Schools.
R. = Roman Catholic Schools.
F. = Foundation and other Schools.

APPENDIX B.

CENTRES FOR THE LOCAL EXAMINATIONS OF THE UNIVERSITIES OF OXFORD, CAMBRIDGE, AND LONDON, AND OF THE COLLEGE OF PRECEPTORS.

TABLE SHOWING IN DETAIL THE TOWNS IN ENGLAND AND WALES AT WHICH ONE, TWO, THREE, OR FOUR RESPECTIVELY, OF THE ABOVE BODIES HELD LOCAL EXAMINATIONS IN 1910.*

I.—*List of Places at which each of the Four Bodies held Examinations.* (21.)

Birmingham.	London.†
Blackpool.	Manchester.
Brighton.	Newcastle-on-Tyne.
Bristol.	Newport (Mon.).
Cardiff.	Norwich.
Cheltenham.	Nottingham.
Exeter.	Plymouth.
Huddersfield.	Portsmouth.
Hull.	Southampton.
Leeds.	Taunton.
Liverpool.	

II.—*List of Places at which only Three of the Four Bodies held Examinations.* (24.)

(*a*) Oxford, Cambridge, and London. (4.)

Bedford.	Lincoln.
Darlington.	South Shields.

(*b*) Oxford, Cambridge, and College of Preceptors. (18.)

Barnsley.	Newport (I.W.).
Bath.	Northampton.
Bournemouth.	Reading.
Croydon.	Rochester.
Ealing.	Scarborough.
Eastbourne.	Southport.
Harrogate.	Weston-super-Mare.
Hereford.	Wolverhampton.
Margate.	York.

(*c*) Oxford, London, and College of Preceptors. (2.)

Sheffield.	Sunderland.

(*d*) Cambridge, London, and College of Preceptors. (0.)

None.

* In the case of the Oxford and Cambridge examinations there are frequently several centres for the same examination in one town. The total number of centres for the examinations of these bodies is therefore considerably larger than the number of towns in which their examinations are held.

† *I.e.*, the administrative county of London, which contains 60 or 70 separate centres.

III.—*List of Places at which only Two of the Four Bodies held Examinations.* (76.)

(*a*) Oxford and Cambridge. (36.)

Ashford (Kent).
Birkdale.
Birkenhead.
Bishop's Stortford.
Bolton.
Burnham.
Canterbury.
Colchester.
Derby.
Dorchester.
Finchley.
Guildford.
Halifax.
Ipswich.
Kendal.
Lancaster.
Leek.
Leicester.
Maidenhead.
Malvern.
Mansfield.
Newcastle (Staffs.).
Newport (Salop).
Ramsgate.
St. Helens.
Sleaford.
Stafford.
Stockport.
Tottenham.
Truro.
Wakefield.
Wallasey.
Wellingborough.
West Hartlepool.
Weymouth.
Worcester.

(*b*) Oxford and London. (2.)

Barrow-in-Furness.
Bradford.

(*c*) Oxford and College of Preceptors. (7.)

Brentwood.
Carlisle.
Lytham.
Newton Abbot.
Ryde.
Stratford-on-Avon
Warminster.

(*d*) Cambridge and London. (3.)

Aberystwyth.
Cambridge.
Grimsby.

(*e*) Cambridge and College of Preceptors. (27.)

Ashbourne.
Bewdley.
Bury St. Edmunds.
Devonport.
Durham.
Falmouth.
Folkestone.
Gravesend.
Hastings.
Herne Bay.
King's Lynn.
Launceston.
Leamington.
Maidstone.
Market Bosworth.
Penzance.
Redditch.
Richmond (Surrey).
St. Anne's-on-Sea.
Southend.
Spalding,
Stroud.
Tonbridge.
Torquay.
Wisbech.
Woodford.
Worthing.

(*f*) London and College of Preceptors. (1.)

Crewe.

IV.—*List of Places at which only One of the Four Bodies held Examinations.* (331.)

(*a*) Oxford. (152.)

Abingdon.
Alford.
Alresford.
Ardingly.
Ascot.
Aylesbury.
Barnet.
Berkhamsted.
Berwick.
Blackburn.
Blandford.
Bletchley.
Bloxham.
Blundellsands.
Boston.
Bowdon.
Brackley.
Bridgwater.
Bridport.
Bromley.
Bruton.
Burford.
Bury.
Carmarthen.
Castleford.
Chesterfield.
Chippenham.
Cirencester.
Clewer St. Stephens.
Coalbrookdale.
Colwyn Bay.
Cowbridge.
Crosby.
Darley Dale.
Daventry.
Denbigh.
Denstone.
Dewsbury.
Dolgelly.
Doncaster.
Dover.
Drax.
Dudley.
East Ham.
Ellesmere.
Enfield.
Farnborough.
Ferndale.
Formby.
Gateshead.
Grantham.
Great Crosby.
Hanley.
Haslingden.
Hatfield.
Hayward's Heath.
Heckmondwike.
Hendon.
High Wycombe.
Hinckley.
Hipperholme.
Hitchin.
Horsham.
Hounslow.
Hurstpierpoint.
Hutton.
Ilford.
Ilfracombe.
Ilkley.
Isleworth.
Jarrow.
Keighley.
Kemp Town.
Kingsbridge.
Lampeter.
Leigh.
Lewes.
Leyland.
Leytonstone.
Limpsfield.
Longton.
Loughborough.
Macclesfield.
Marlborough.
Mayfield.
Midhurst.
Monmouth.
Morpeth.
Nelson.
Northwich.
Oakamoor.
Olton.
Oswestry.
Oulton.
Oxford.
Pantasaph.
Penrith.
Peterborough.
Pontypool.
Poole.
Porth.
Preston.
Princethorpe.
Ratcliffe.
Reigate.
Rishworth.
Rochdale.
Rugby.
Runcorn.
St. Leonards-on-Sea.
Salisbury.
Saltaire.
Sandown.
Sandwich.

(*a*) Oxford—*continued.*

Sevenoaks.
Sherborne.
Shrewsbury.
Skipton.
Solihull.
Stone.
Stowmarket.
Tamworth.
Tavistock.
Thame.
Todmorden.
Totnes.
Tottington.
Trowbridge.
Twickenham.
Ulverston.
Walmer.
Walsall.
Wantage.
Ware.
Warrington.
Waterloo.
Wells.
Westcliff.
West Kirby.
Whitehaven
Widnes.
Wigan.
Willesden.
Wimbledon.
Wimborne.
Windsor.
Wirksworth.
Wolverton.
Workington.
Worksop.
Wotton-under-Edge
Yarmouth.

(*b*) Cambridge. (148.)

Abbots Bromley.
Alnwick.
Amersham.
Andover.
Apperley Bridge.
Arnside.
Ashby-de-la-Zouch.
Ashford (Middlesex).
Ashton-in-Makerfield.
Bakewell.
Banbury.
Barnard Castle.
Barnstaple.
Batley.
Beverley.
Bexhill.
Bideford.
Bishop Auckland.
Bodmin.
Bootle.
Bovey Tracy.
Braintree.
Bramley.
Bray.
Brewood.
Broadstairs.
Broxbourne.
Bungay.
Burton-on-Trent.
Bushey.
Buxton.
Caistor (Lincs.).
Camborne.
Casterton.
Cheadle Hulme.
Chelmsford.
Chester.
Clacton-on-Sea.
Clevedon.
Clitheroe.
Coatham.
Consett.
Coventry.
Cranbrook.
Cranleigh.
Credition.
Dartford.
Douglas.
Downham Market.
Dunstable.
Earl's Colne.
Ely.
Faversham.
Framlingham.
Fulneck.
Gainsborough.
Gloucester.
Goudhurst.
Grays.
Great Ayton.
Great Yarmouth.
Guisborough.
Haverfordwest.
Henley.
Hertford.
Hexham.
Horncastle.
Hunstanton.
Huntingdon.
Ilminster.
Kettering.
Kidderminster.
Kingston-on-Thames.
Kirkham.

(*b*) Cambridge—*continued.*

Kirton.
Leatherhead.
Lichfield.
Llansaintffraid.
Louth.
Lowestoft.
Lucton.
Ludlow.
Luton.
Lydney.
Lymm.
Malton.
March.
Market Rasen.
Mexborough.
Middlesbrough.
Newark.
Newbridge.
Newbury.
Newchurch.
Newhall.
North Walsham.
Nuneaton.
Ockbrook.
Oldham.
Oundle.
Penistone.
Petersfield.
Pontefract.
Probus.
Purley.
Redhill.
Retford.
Rhyll.
Rivington.
Romford.
Rotherham.
Saffron Walden
St. Albans.
St. Austell.
St. Ives (Hunts).
Seaford.
Shaftesbury.
Sidcot.
Sidcup.
Silcoates.
Sittingbourne.
Slough.
South Shore.
Stockton-on-Tees.
Stonehouse.
Stourbridge.
Swaffham.
Swinton.
Tewkesbury.
Thetford.
Tideswell.
Tunbridge Wells.
Uckfield.
Upton.
Walthamstow.
Wanstead.
Warwick.
Watford.
Wellington (Som.).
West Buckland.
West Ham.
Whitby.
Whitley.
Wigton.
Winchester.
Wolverley.
Woolwich.
Yeovil.

(*c*) London. (4.)

Bangor.
Epsom.
Repton.
Ushaw.

(*d*) College of Preceptors. (27.)

Aldershot.
Belper.
Biggleswade.
Bognor.
Braunton.
Camelford.
Congleton.
Devizes.
East Grinstead.
Eye.
Fareham.
Felixstowe.
Hayle.
Holsworthy.
Kirkby Stephen.
Liskeard.
Llandudno.
Market Drayton.
New Quay.
Rhondda.
Rye.
St. Ives (Cornwall).
Scorton.
Skegness.
South Molton.
Southwell.
Swindon.

APPENDIX C.

List of the more numerically important Bodies in England and Wales which Examine (or require a Preliminary Examination of) Boys and Girls of Secondary School Age.(1)

Careful attention should be paid to the notes printed at the end of this table. Further information with regard to most of the examinations here referred to will be found in the Memorandum on pages 159 ff. of this Report.

Name of Examining Society or Body and of the Examination.	Limits of Age of Candidates.(2)	Date at which the Society started the Examinations named in col. 1.(3)	Date at which the Society first recognised Equivalent Examinations.(3)	No. of Candidates, 1908,	
				Who entered for the Society's own Examination.(4)	Who were accepted by the Society on an Equivalent Examination.(3)
I. *Universities.*					
(*a*) University Examinations proper:—					
Birmingham, Matriculation.(5)	None	1900	1900	495	67
Cambridge; Previous(5) (7):—					
Part I.	None	1822(7)	1877(7)	1,260 (7)	161 (7)
Part II.	None	1822(7)	1877(7)	1,270 (7)	246 (7)
Additional Subjects	None	1822(7)	1877(7)	804 (7)	245 (7)
Durham (Matriculation).(5)	None	1906	1906	193	49
London (Matriculation Examination, ordinary form).(5)	16	1838	1902 (8)	6,669	767
Northern Universities (Joint Matriculation Board).(5)	None(9)	1903(10)	1903(10)	2,564(11)	146
Oxford; Responsions(5)	None	— (12)	1874(12)	1,013(12)	317
Wales, Matriculation(5)	16	1895	1895	676(13)	161
(*b*) University Local and School Examinations:—					
Birmingham Senior and Junior School Certificates.	None	1905	—	66	—
Cambridge—					
Preliminary	*Max.: 16* (14)	1895	—	4,678	—
Junior	None(14)	1858	—	9,667	—
Senior	None(14)	1858	—	7,363	—
Higher	17 (15)	1869	—	1,038	—
Durham(16)	—	—	—	—	—
London:—					
Higher Examination	None	1905	—	17	—
Senior School Examination.(17)	16 (17)	1902	—	717	—
Junior School Examination.	None	1903	—	671	—

Name of Examining Society or Body and of the Examination.	Limits of Age of Candidates.(2)	Date at which the Society started the Examinations named in col. 1.(3)	Date at which the Society first recognised Equivalent Examinations.(3)	No. of Candidates, 1908,	
				Who entered for the Society's own Examination.(3)	Who were accepted by the Society on an Equivalent Examination.(3)
(*b*) University Local Examinations—*cont.*					
Northern Universities (*see* Note 11).					
Oxford :—					
Preliminary	*Max. : 16* (14)	1895	—	3,616	—
Junior	None(14)	1858	—	8,467	—
Senior	None(14)	1858	—	9,577	—
Higher	None	1894(16)	—	282	—
Oxford and Cambridge Schools Examinations Board :—					
Higher Certificate	None(19)	1874	—	2,192	—
Lower Certificate	None(19)	1884	—	1,095	—
School Certificate	None(19)	1905	—	586	—
II. *General Educational Bodies.*					
Central Welsh Board :—					
Junior Certificate	None(20)	1899	—	2,496	—
Senior Certificate	None(20)	1899	—	1,466	—
Honours Certificate	None(20)	1900	—	290	—
College of Preceptors :—					
Lower Forms Examination.	None(21)	1895	—	2,914	—
Third Class Certificate	None(21)	1853	—	3,541	—
Second Class Certificate	None(21)	1853	—	4,102	—
First Class Certificate	None(21)	1853	—	1,005	—
National Froebel Union Preliminary Examination(5) (22)	None	1889	1887(22)	273	644
Joint Scholarships Board (23) :—					
Minor Scholarships	*Max. : 13* (23)	1896(23)	—	5,356(23)	—
Intermediate Scholarships.	*Max. : 16* (23)	1896	—	298	—
Major Scholarships	*Max. : 19* (23)	1896(23)	—	106	—
Headmasters Conference :—					
Common Entrance Examination to Public Schools. (24)	—(24)	1904	—	1,589	—

Name of Examining Society or Body and of the Examination.	Limits of Age of Candidates.(2)	Date at which the Society started the Examinations named in col. 1.(3)	Date at which the Society first recognised Equivalent Examinations.(3)	No. of Candidates, 1908,	
				Who entered for the Society's own Examination.(3)	Who were accepted by the Society on an Equivalent Examination.(3)
Royal Society of Arts(25):—					
Commercial Knowledge:—					
Stage III. Advanced	None(26)	1854(27)	—	4,283	—
Stage II. Intermediate	None(26)	1854(27)	—	10,038	—
Stage I. Elementary	None(26)	1901	—	8,276	—
Total	—	—	—	22,597	—
Music (practice)	None(26)	1879	—	432	—
Colloquial Modern Languages.	None(26)	1902	—	615	—
Army Candidates(28)	None(26)	1907	—	89	—
Total in all subjects	—	—	—	23,733	
Union of Lancashire and Cheshire Institutes(25):—					
Group Courses	None	1907	—	6,255(29)	—
Separate Subjects	,,	c. 1840(29)	—	34,723(29)	—
National Union of Teachers(25):—					
Commercial, Handicraft, and Domestic Subjects	None	1898	—	11,367(30)	—
London Chamber of Commerce (Commercial Education Department) (25):—					
Junior Examination	None(31)		—		—
Senior Examination	,, (31)		—		—
III. *Government Examinations.*					
(a) Examinations conducted by the Board of Education:—					
Preliminary Examination for the Certificate. (5) (32)	18(33)	1846(32)	1882(32)	19,585(34)	1,467(35)
Local Examinations in Science and Art.	None	1856	—	113,945(36)	—
(b) Examinations conducted by the Civil Service Commission(6) (37):—		1855(38)			
Second Division Clerks	17–20		—	2,484(2)(39)	—
Boy Clerks	15–17(40)		—	2,753(3)	—
Combined Group of Junior Appointments.	18–19½		—	282(2)(41)	—
Assistant of Customs(42)	18–21		—	1,103(2)(43)	—

Name of Examining Society or Body and of the Examination.	Limits of Age of Candidates.(2)	Date at which the Society started the Examinations named in col. 1.(3)	Date at which the Society first recognised Equivalent Examinations.(3)	No of Candidates, 1908,	
				Who entered for the Society's own Examination.(3)	Who were accepted by the Society on an Equivalent Examination.(3)
(*b*) Examinations, &c.—*cont.*					
Assistant of Excise(42) -	19–22		—	662(*1*)(44)	—
Admission to Woolwich.(45)	18–19½ (45)		—	623(*2*)(45)	—
Admission to Sandhurst.(45)					
Post Office:—					
Woman Clerks (London).	18–20		—	710(*2*)	—
Girl Clerks (London)	16–18		—	586(*2*)	—
Female Sorter (London).	15–18		—	1,202(*2*)	—
Male Sorter (London)	18–21		—	906(*3*)(46)	—
Male Sorting Clerk and Telegraphist (Provinces).	17–19		—	181(*12*)(46)	—
Male Learner (London)	15–18		—	234(*1*)(46)	—
Male Learner (Provinces).	14½–16		—	589(47)	—
Male Learner (Provinces).	15–18		—	1,382(48)	—
Female Learner (London).	15–18		—	788(*2*)	—
Female Learner (Provinces).	15–18		—	906(49)	—
				759(50)	—
Telephone Operator (London).	17–19		—	93(51)	—
Telephone Operator (Provinces).	17–19		—	482(51)	—
(*c*) Examination conducted by the Admiralty for Naval Cadets(5)(52) - - -	12½–13	1903(52)	—	(52)	—
IV. *Professional Bodies, &c.*					
Preliminary Examinations:—					
(*a*) Medical, &c.:—					
General Medical Council.(4)(53)	16(54)	—	1859(53)	—	639(55)
Royal College of Veterinary Surgeons.(4)	None	—	1888	—	15(56)
Institute of Chemistry(4)	17(54)	—	1877	—	70(57)
Pharmaceutical Society(4)	None	—(58)	1900(58)	—	332(59)
(*b*) Legal:—					
Law Society(5) - -	None	1862	1862	424	284(60)
Inns of Court(4) - -	,,	1864(61)	1863	90	434
(*c*) Commercial:—					
Institute of Chartered Accountants.(5)	16(54)	1882	1882	381	65
Society of Incorporated Accountants and Auditors.(5)	16(54)	1886	1886	71	(62)

Name of Examining Society or Body and of the Examination.	Limits of Age of Candidates.(2)	Date at which the Society started the Examinations named in col. 1.(3)	Date at which the Society first recognised Equivalent Examinations.(3)	No. of Candidates, 1908,	
				Who entered for the Society's own Examination.(3)	Who were accepted by the Society on an Equivalent Examination.(3)
(*c*) Commercial—*cont.*					
Institute of Actuaries(4)(63)	16(54)	—(63)	1908	—	82(63)
Auctioneers' Institute(5)	16	1891	1891	35	22
(*d*) Architects, Engineers, &c.:—					
Royal Institute of British Architects.(5)	*c.* 16 or 17	1889	1889	267	68
Institute of Civil Engineers.(5)	18–25(54)	1897	1889	235	238
Surveyors' Institution(5)	16	1881	1881	160	46
V. *Examinations in Special Subjects.*					
(*a*) Drawing:—					
Royal Drawing Society:—					
School Examination -	None(64)	1884	—	44,209(65)	—
Illustrating Syllabus -	16(66)	1905(67)	—	66	—
(*b*) Music:—					
Associated Board(68):—					
A. School Examinations -	None(69)	1891	—(70)		—
Primary Theory - -	,,		—	642	—
Rudiments of Music -	,,		—	389	—
Primary - - -	,,		—	3,150	—
Elementary - - -	,,		—	4,903	—
Lower - - - -	,,		—	4,620	—
Higher - - - -	,,		—	3,654	—
B. Local Centre Examinations - - -	None	1890	—		—
Rudiments of Music -	,,		—	2,817	—
Intermediate - -	,,		—	2,066	—
Advanced - - -	,,		—	2,018	—
Tonic Sol-fa College:—					
Elementary (Tonic Sol-fa)	None	1859	—	5,758	—
Intermediate (Tonic Sol-fa)	,,	1859	—	2,427	—
First Grade Staff Notation	,,	1885	—	865	—
Second Grade Staff Notation	,,	1885	—	294	—
School Teachers' Music Certificate (both notations).	16	1887	—	731	—
Trinity College of Music(71):—					
Musical Knowledge (paper work).	None	1877	—	9,987(72)	—
Instrumental and Vocal Music.	,,	1879	—	15,356(72)	—
Incorporated Society of Musicians:—					
Local Practical and Theoretical Examinations.	None(73)	1884	—	5,901(74)	—

NOTES TO APPENDIX C.

(1) This list does not pretend to include *all* Examining Bodies; it omits those (*a*) whose annual number of candidates is quite small, (*b*) whose candidates, though of Secondary School age, are believed to come mainly from Elementary or Continuation Schools, and (*c*) those whose candidates are as a rule over 19 years of age. Further, only the qualifying or entrance examinations recognised or conducted by such bodies as the General Medical Council and other professional bodies are considered. The subsequent Technical Examinations of Students and Apprentices during the course of their special and professional training are ignored.

(2) The age given in this column is a minimum unless otherwise stated. Thus, in the case of the London Matriculation, candidates may not enter *below* the age of 16; while in the case of the Cambridge Preliminary, they may not enter *above* that age. Where two ages are given (thus, 18–20) they represent, of course, the minimum and the maximum limits.

(3) If the date (or the number) is unknown, the space is left blank. A dash in the third or fifth column indicates that the Society has no entrance examination of its own; or in the fourth or sixth column, that it recognises no equivalent examinations.

(4) Bodies which do not conduct a preliminary examination of their own, but which require some certificate of general education.

(5) Examinations for which an equivalent is accepted.

(6) Examinations for which no equivalent is accepted. It will, of course, be understood that there are many other examinations for which equivalents are not accepted; but they are examinations for certificates of particular examining bodies, in connection with which the question of accepting equivalents does not arise.

(7) The Previous Examination was instituted in 1822; but it in no way affected Secondary Schools at that time, for it could not be taken before the second year of residence. A change in the regulations in 1873 made it possible for a candidate to take the examination at the end of the Michaelmas term, which is for the majority of the students the first term of residence. In 1883 an examination was also instituted at the beginning of the Michaelmas term. Now the examination is held four times in the academical year, in October, December, March and June. It may be added that since 1891 candidates have been allowed to enter for it before commencing residence.

As regards equivalents, the Certificate of the Oxford and Cambridge Schools Examination Board was accepted (in suitable subjects) in 1874, and the Cambridge Senior and Higher Local Certificates in 1877. Until 1902 these were the only ones so recognised.

As to the figures in the fifth column of the table, it may be explained that candidates for the ordinary Degree take Parts I. and II., and that Honours candidates take those two parts and also an Additional Subject (Mechanics, French, or German). The examination is held four times a year, and the figures represent the total number of entries during 1908 in each part of the examination. Information is not published as to the number of individual candidates throughout the year, either in the whole or in any part of the examination. Candidates who took more than one part are, therefore, reckoned twice or three times, and those who entered for the same part more than once during 1908 are counted once for each entry.

The numbers of exemptions shown in the sixth column include those who were exempted from a portion only of Part I. or II. Thus, 115 were excused the whole, and 46 a portion, of Part I.; 126 were excused the whole, and 120 a portion, of Part II. Again, 87 candidates were excused both (or portions of both) Parts, while of those exempted from an Additional Subject,

all except 21 were also excused some other portion of the examination. The number of individual students exempted from the whole or from any part of the examination was 341. Of these, only a small proportion received total exemption: 48 were excused the whole of Parts I. and II., and 34 of the 48 were also excused an Additional Subject.

(8) The University accepted the examinations of other Universities as equivalent to the London Matriculation in 1902. They accepted the Oxford and Cambridge Senior Locals and other examinations in 1904, and the list is being extended.

(9) There is no limit of age for candidates who take the examination, but each University has its own regulations for the age of students at entry.

(10) The Matriculation Examination of the Joint Board was established in 1903, but had a continuous existence with the Preliminary Examination of the Victoria University, which ceased to exist on the institution of the separate Universities of Manchester, Liverpool, and Leeds. Sheffield came in in 1905.

The Joint Board recognised equivalents from the first, and the Victoria University previously had a much longer list of recognised alternative examinations.

(11) The number (2,564) includes 408 candidates who took the examination as a Form examination at school. Of these, 295 paid the usual fee and were Matriculation candidates; while 113 were not Matriculation candidates, but took the Matriculation papers, or some of them, at school as a Form examination. The Joint Board has established certificates at two stages, to be called the "School Certificate" and "Senior School Certificate," the latter to be awarded mainly on Matriculation papers. But the system did not come into existence till 1910. The figures given for 1908 apply to the Matriculation Examination in its ordinary form.

(12) It is not possible to say exactly when the Examinatio Respondentium in Parviso was started. Probably from the first the University required at least some technical qualification for admission to its schools, and from early in the 19th century the test has been continuously imposed. But for a long time it was customary to allow students to matriculate and reside at the University who had not passed the test, and this is still possible under the University Statutes, though in practice the Colleges have reduced the cases to a minimum. Candidates not yet members of the University were first admitted to the examination in 1881.

The recognition of equivalent examinations for Responsions dates from 1874, when the certificate of the Oxford and Cambridge Schools Examination Board was so recognised. The Oxford Locals were accepted in 1877, and other examinations later.

Column 5 gives the total number of entries during 1908, the examination being held four times a year. The number of individual candidates was only 736. The difference is due to the fact that some students entered for the examination more than once during the year.

(13) The number of individual candidates was smaller, as those who failed in the June examination and offered themselves again in September are here counted twice.

(14) Candidates under 16 are eligible to take the Preliminary examination; but only those under 14 can obtain an Honours Certificate or marks of distinction.

Candidates of any age may enter for the Junior or Senior examinations; but only those under 16, in the case of the Junior, and under 19 in the case of the Senior, can obtain an Honours Certificate or marks of distinction.

(15) But candidates who have passed one of a few stated examinations may be admitted at an earlier age.

([16]) The Durham Local Examinations are now discontinued.

([17]) Where a whole Form is entered for this examination, Pupils between 15 and 16 may take it; but the University reserves the right to withdraw this privilege where the proportion of pupils under 16 is unusually large, or for any other reason. The certificate is not in any case given below the age of 16.

Until June 1910 this examination was known as the School Examination (Matriculation Standard).

([18]) That is, under its present name of Higher Local Examination; but it was merely the old "Second Examination for Women (Pass)" under a new title.

([19]) There is no limit of age for these examinations; but the Higher, the School, and the Lower Certificate are intended for pupils of approximately 18, 17, and 16 years of age respectively.

([20]) Candidates over 16 can obtain Distinction only in Stages of the standard of the Senior Certificate and in Stages above that standard.

([21]) There is no age limit for any of these examinations, except in connection with the award of prizes. The *average* ages of the candidates are—Lower Forms, 12¾; Third Class, 13½; Second Class, 15; First Class, 16½.

([22]) The National Froebel Union was inaugurated in 1887, and from the beginning candidates for admission to the Certificate Examinations appear to have been required to pass an approved preliminary examination in general education. The Union's own Preliminary Examination was not started until 1889, being then introduced presumably because it was found that candidates could not always produce the certificates asked for in the syllabus. It has been decided, however, that the time has now come when this Preliminary Examination may be given up; and accordingly it will not be held after September 1911.

([23]) The Joint Scholarships Board, instituted by the Incorporated Association of Headmasters in 1896, consists of representatives of various bodies. It does not itself give scholarships, but merely conducts the examinations on the results of which other bodies make the awards. These bodies sometimes impose special conditions, and the age limits may in some cases be not quite the same as those laid down in the general regulations framed by the Board.

While the first examinations of the Joint Board were held in 1896, it may be pointed out that the Minor and Major Scholarships Examinations were continuations of similar examinations conducted by Committees of the Headmasters' Association, and started in 1893 and 1895 respectively.

The examination for Minor Scholarships is designed for pupils proceeding from Elementary to Secondary Schools; the candidates for that examination are therefore not (as a rule) Secondary School pupils.

([24]) This examination is controlled by a Board of Managers consisting of three representatives of the Head Masters' Conference and three of the Association of Preparatory Schools. The age of admission is not uniform, being subject to the separate regulations of the various Public Schools which use the examination.

([25]) It is, perhaps, doubtful whether the examinations of these bodies should have been included in this table. Probably the bulk of the candidates are young people who are studying in evening classes. In each case, however, there is doubtless also a small proportion of boys and girls who are attending or have recently left Secondary Schools.

([26]) The large majority of the candidates are from 18–27 years of age. The Elementary grade "is only intended for young persons of, or just over, school age."

(27) The examinations of the Society were started in 1854, and completely remodelled in 1856. The existing division of the examinations into three stages, however, dates from 1905.

(28) This examination in shorthand and typewriting was started for soldiers, at the request of the Army Council.

(29) The year in which the examinations were first held cannot be stated with absolute certainty, the earliest records of the Union having been destroyed by fire. But they were no doubt instituted soon after the formation of the Union in 1839. Examinations in commercial subjects were started in 1881 on their abandonment by the Society of Arts, and a scheme of certificates of Commercial Knowledge was inaugurated in the same year. Examinations in Domestic Economy were added in 1892. The subjects now examined by the Union include Languages and Literature, Commercial Subjects, Science, Handicraft, Music, Art, and Domestic subjects. A recent important development is the institution in 1907 of examinations in group courses in Rural, Technical, Commercial, Industrial and Domestic subjects.

The fifth column shows the numbers of individual candidates in 1908. The number of exercises worked in that year was 77,596. In 1910, the number of individual candidates was 41,739, of whom 15,821 took group courses, and the number of exercises worked was 96,456.

(30) The number of candidates for these examinations has grown very rapidly in recent years. In 1905 it was 6,829, and in 1909 it was 14,250.

(31) It is said that the Junior Examination is suited to pupils in the last years of a Higher Elementary or Secondary School or in evening schools, and the Senior to day students between 15 and 19 or to evening students.

(32) The Preliminary Examination for the Certificate which, till recently, was known as the King's Scholarship Examination, now serves two separate purposes, for which two separate examinations were originally held; *i.e.*, it qualifies successful Candidates, either—

(*a*) for admission to Training Colleges; or
(*b*) for recognition as Uncertificated Teachers (or Assistant Teachers, as they were called till 1904).

The following history of the growth of this examination may be useful:—

(*a*) The Queen's Scholarship Examination was first held in 1846. It was open to Pupil-teachers only, and was used solely as an examination to qualify for admission to a Training College. In 1860 the examination was thrown open to Non-Pupil-teachers for the same purpose. The examination has been continued ever since for this purpose, both for Pupil-teachers and Non-Pupil-teachers.

(*b*) Prior to 1890 Pupil-teachers had a special examination at the end of their last year of apprenticeship, and were recognised as Assistant Teachers (certainly from 1860 and perhaps from before also) if successful in that examination. In 1890 the Queen's Scholarship Examination took the place of the last year's examination of Pupil-teachers.

Non-Pupil-teachers could not qualify as Assistant Teachers before 1872. In that year they became so qualified by passing the Queen's Scholarship Examination.

As regards equivalent examinations, alternatives to the Queen's Scholarship Examination were accepted for the first time in 1882 for the purpose of qualifying candidates for recognition as Assistant Teachers, and in 1899 as qualifying them for admission to Training Colleges.

As regards the general question of the examination of Pupil-teachers, from 1846 till 1902 they were examined at the end of each year of their

engagement; after 1902 they were not subjected to any examination except on admission; and in 1908 this admission examination was also abolished.

(33) That is to say, candidates other than Bursars or Pupil-teachers must not be less than 18 years of age on July 31st following the date of their examination. For Bursars and Pupil-teachers there is no limit of age for admission to the examination; but they must (as a rule) be between 16 and 18 at the commencement of their period of recognition.

(34) There are no official statistics showing how many of these Candidates came from Secondary Schools. All those who were Bursars (752) of course did so, and also 5,765 of the 11,363 Pupil-teachers, and 219 of the 685 late Pupil-teachers who had deferred their examination. Further, 5,036 Pupil-teachers and 387 late Pupil-teachers who had deferred their examination had been instructed in other Centres, and 562 Pupil-teachers and 79 late Pupil-teachers who had deferred their examination had not been instructed either in Secondary Schools or in Centres. No information is given as to the instruction of the remaining Candidates.

(35) This is the number of persons who obtained recognition as Uncertificated Teachers by passing examinations other than the Board's Preliminary Examination for the Certificate.

(36) This is the number, not of Candidates, but of papers worked. The Science and Art Examinations are intended primarily for registered Students in Science or in Art, or for Teachers in Schools recognised as eligible for grants from the Board of Education under the Regulations for Technical Schools and Schools of Art. They are open, however, to pupils in Secondary Schools subject to the following restrictions, viz.: that Pupil-teachers and pupils in Preparatory Classes attached to Pupil-teacher Centres, and pupils under 15 years of age in a Secondary School recognised by the Board for grants, may not enter for these examinations except as provided in the Pupil-teacher or Secondary School Regulations respectively. It is not possible to determine from official statistics how many candidates may be supposed to have come from Secondary Schools. It is probable that in practice the number is very small.

(37) The Civil Service Commission have been good enough to correct the list and statistics of their examinations. Only those examinations are mentioned which are attended annually by a good number of candidates between 15 and 19, in which at least a fair proportion of the candidates are not already in the Civil Service, and in which some of the Candidates may be supposed to have come, directly or indirectly, from Secondary Schools. In column five, a candidate who was examined twice (or oftener) is counted as two (or more) Candidates.

(38) This is the year in which the Civil Service Commission was established. The examinations mentioned in the table have been instituted at various dates since then. The first examinations for the Home Civil Service were confined mainly to testing the qualification of Candidates who received nominations for appointments in the public service. It was not till 1870 that, with a few exceptions, the whole Civil Service was thrown open to free competition.

(39) Of these 2,484 Candidates, 1,240 received Service Marks, *i.e.*, were (or had been) already in the Civil Service, and were therefore not attending Secondary Schools.

The italic numbers in brackets placed on a line with the numbers of Candidates in the Civil Service Commission's examinations give the number of competitions held in 1908.

(40) Now 15–16.

(41) Of these 282 Candidates 75 were already Civil Servants (*see* Note 39).

(42) These two posts are now combined, and a single examination is held for Assistants of Customs and Excise. The limits of age in November 1910 were 19–22; but it was then stated that no announcement could be made as to the limits of age for these situations in future. The age for admission being so advanced, the examination is only retained in the list with hesitation.

(43) Of these 1,103 Candidates, 335 received Service Marks (*see* Note 39).

(44) Of these 662 Candidates, 109 received Service Marks (*see* Note 39).

(45) With a few exceptions all Candidates of Secondary School age who wish to become officers in the Army have to pass (*a*) a Qualifying Examination and (*b*) a Competitive Examination. The Qualifying Examination may be taken in one of two forms: (i) a "Leaving" Certificate Examination held by certain bodies (the Universities of London and Birmingham, the Oxford and Cambridge Schools Examination Board, the Oxford Delegacy and the Cambridge Syndicate for Local Examinations, the Central Welsh Board, and the Scotch Education Department) for Candidates who have attended three years' continuous teaching in one or more approved inspected schools; or (ii) the Army Qualifying Examination conducted for this special purpose by the Army Qualifying Board. For this latter examination, which is held twice a year in London and Dublin, there is no condition of instruction at school. Candidates who have passed one of these examinations are qualified to enter for the Competitive Examinations held by the Civil Service Commission for admission to Woolwich or Sandhurst. The limits of age for the competitive examination, 18–19½ in 1908, have since been reduced to 17½–19½. The Army Qualifying Examination may be taken at 17, and the Leaving Certificate Examination at 16; but in the latter case the Certificate itself is not granted below the age of 17. The number (623) given in the fifth column is the number of candidates at the two competitive examinations held in 1908.

The foregoing paragraph relates to the scheme existing in 1908 (the year to which the whole table refers); but it is important to note that this will be completely altered in 1912. The new scheme, under which there will be but one examination, both qualifying and competitive, and a lower entrance age, is described on pages 272 ff. of this report.

(46) Ignoring limited competitions amongst various postal grades, the number of candidates at which was considerable.

(47) This is the number of Candidates at Open Competitions locally.

(48) This is the number of candidates at Limited Competitions in smaller towns.

(49) This is the number of Candidates at Open Competitions locally.

(50) This is the number of Candidates at Limited Competitions in smaller towns.

(51) Telephone Operators (now called Telephonists) do not compete, but are nominated "singly" for Test Examination.

(52) Candidates for Cadetships are interviewed separately by a Committee, and the appointments are made by the First Lord of the Admiralty from among those recommended by this Committee. But all such appointments are subject to the candidates passing a "Qualifying Literary Examination." Previous to the institution of this system in 1903, executive officers were chosen by competitive examination amongst nominated candidates, while engineer and marine officers were selected by open competition, the examinations being conducted by the Civil Service Commissioners.

The number of candidates is not published. The number who were successful in 1908 was 201.

(53) The General Medical Council conducts no examinations of its own, but prescribes the examinations which must be passed by all Candidates who wish to be registered as Medical Students. The Council, on its institution

in 1858, found already existing, in the case of some of the Licensing Bodies, a system under which students were examined in general knowledge and registered before commencing their course. The system appears to have been imperfect, and the Council decided in 1859 that "all students "shall pass an examination in general education before they commence "their professional studies," and the first list of recognised examinations was drawn up.

The Royal College of Physicians of London, the Royal College of Surgeons of England, and the Society of Apothecaries act in general agreement with the General Medical Council. But registration by the Council is not compulsory for students of the two Royal Colleges, though accepted by them as proof of having passed the required preliminary examination. There may therefore have been students admitted by these colleges who are not included in the 639 registered by the Council.

(54) This is the age for registration or admission as a student; the society imposes no age limit for the examination itself.

(55) This is the number of medical students who were registered by the General Medical Council in 1908 in England and Wales. (But *see* note 53, second paragraph.)

(56) This is the number of persons registered by the College as veterinary students in 1908 after passing examinations held by examining bodies in England and Wales.

(57) Registration by the Institute is optional. About 70 students a year from England and Wales pass Preliminary Examinations for registration as students or for admission to the Institute's examinations. The number of new students (from England and Wales) *registered* by the Institute in 1908 was only 53.

(58) Previous to 1900 the Society conducted its own Preliminary Examinations, and also recognised those of other bodies. In 1900 the Society ceased conducting its own Preliminary Examinations and now uses those of other bodies entirely.

(59) This is the number of persons from places in England and Wales who were registered by the Society as Pharmaceutical Apprentices or Students in 1908.

(60) This is the number of clerks who passed an alternative examination, and who registered their articles *in 1907*.

(61) The Inns of Court no longer hold an examination of their own for the admission of students. The Bar Preliminary Examination, which was instituted in 1864, and which was conducted by a joint board of examiners appointed by the four Inns of Court, has recently been abandoned, having been held for the last time in December 1910. Candidates are now required (as a rule) to have passed one of the approved examinations mentioned in the Consolidated Regulations of the four Inns.

(62) Alternative examinations are recognised, but the number of Candidates who took them for this purpose is not known

(63) The Institute of Actuaries, which previously conducted its own entrance examinations, gave up this practice and began, in October 1908, to recognise Certificates given by educational or other professional bodies instead. The figure 82 is for the year October 1908–October 1909.

(64) There is no limit of age except in awarding certificates.

(65) This is the number of candidates from Secondary Schools. Candidates may also have been presented from a few Elementary Schools.

(66) Except in the case of candidates holding the Full Certificate of the School Examination, for whom there is no age limit.

(67) The illustrating syllabus dates back many years, but it took its present form in 1905.

(68) Associated Board of the Royal Academy of Music and the Royal College of Music for Local Examinations in Music.

(69) There is no limit of age for any of the examinations of the Associated Board. The examinations mentioned, however, are intended to be consecutive, and to cover the ground for children from 8–18 years of age at Primary or Secondary Schools.

(70) With one slight exception, no alternative examinations are accepted by the Associated Board.

(71) The Committee are informed that these examinations are usually taken by Candidates who are in, or have just left, Secondary Schools.

(72) Many Candidates took both examinations, and are counted separately for each.

(73) There is no limit of age; but the various grades of examination are intended to cover an eight years' course for pupils from 9 years of age up to 17.

(74) There are examinations both winter and summer. Candidates who entered for both would be counted twice in the total for the year.

APPENDIX D.

TABLE SHOWING THE EXEMPTIONS GRANTED BY UNIVERSITY OR PROFESSIONAL BODIES IN ENGLAND AND WALES TO CANDIDATES WHO HAVE PASSED THE EXAMINATIONS CONDUCTED BY THE OXFORD LOCAL EXAMINATIONS DELEGACY AND THE CAMBRIDGE LOCAL EXAMINATIONS SYNDICATE AND THE OXFORD AND CAMBRIDGE SCHOOLS EXAMINATION BOARD.

NOTE.—Every effort has been made to make this Appendix both accurate and up to date. But candidates who intend to seek exemption or qualification by means of any of the examinations referred to in this Appendix should invariably consult the latest regulations of the Examining Bodies or the Societies concerned. Further, it must be stated that, although all the exemptions granted by bodies in England and Wales which are mentioned in the Regulations of the several examining bodies, as well as a few others, have been set out in this Appendix, and it is believed that the more important of the uses to which the examinations in question are put have thus been shown, yet the fact that a particular society or institution is not mentioned amongst the exempting bodies is no proof that the examinations are not accepted by it, or would not be accepted if the need arose.

A.—*Oxford Local Examinations.*

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.*†	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?‡
OXFORD. (A) Higher Local.	1. Oxford University:— Responsions:—	1:—	1:—
	(*a*) All Stated Subjects	(*a*) Arith., Lat., Gk., and either Alg. or Geom.	(*a*) Yes.
	(*b*) All Stated Subjects, except Greek	(*b*) Arith., Lat., Alg. or Geom.	(*b*) Yes.
	(*c*) An additional Subject	(*c*) Fr. or Ger. or Ital. or Logic	(*c*) —
	(*d*) Women Candidates qualify for admission to examinations for B.A., B.Mus., D.Mus.	(*d*) Two for. languages, Arith., and Alg. or Geom.	(*d*) No.

* In cases thus marked, applicants for exemption must not only have passed in the Special Subjects, if any, but must also have obtained a certificate. It will be realised that this sometimes involves passing in other subjects besides those mentioned in this column.

† It should be understood that the actual titles of the Special Subjects required by various bodies do not always correspond exactly with those in the syllabuses of the Examining Bodies. This accounts for apparent discrepancies in the lists of Special Subjects required, as given, *e.g.*, in the syllabus of a Professional Society on the one hand and in the syllabus of the Examining Body on the other. The information contained in column 3 is mostly taken from the lists of exemptions published by the *Examining* Bodies; but in a few cases in which those lists do not show the special subjects required by certain bodies, and in which the degree of equivalence between the stated subjects and the syllabus of the Examining Body is not clear, the nomenclature used by the *Exempting* Bodies has been followed. Such discrepancies are immaterial for the purposes of this Appendix; but candidates desiring to earn exemption through these examinations would do well, in case of doubt, to inquire of the body concerned.

‡ This column refers only to the requirements of the Exempting Bodies; but it must be remembered that it is in some cases a condition for the award of a certificate by the Examining Body that all the subjects required for that certificate shall be passed at one examination.

Oxford Local Examinations—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2 ?
OXFORD. Higher Local—*cont.*	2. University of Wales :— Matriculation Examination.	2.* Practically the same subjects as required from holder of Oxford Sen. Loc. Cert. (*see* below).	2. No.
	3. Birmingham University :— Matriculation Examination (Science, Arts, and Commerce).	3. Exam. accepted *pro tanto* - - - - (The subjects required for full exemption are stated under (B) Senior Local below.)	3. No.
	4. Board of Education :—	4 :—	4 :—
	(*a*) Recognition as uncertificated Teacher -	(*a*)* No stated subjects - - - -	(*a*) —
	(*b*) Qualification for admission as One-Year Student in Training Colleges for Elementary School Teachers.	(*b*)* Arith. and Eng. ; Maths. or Nat. Science ; Languages, or Modern Hist., or Geog.	(*b*) No.(1)
	(*c*) Qualification for admission to Training College for Secondary School Teachers.	(*c*)* Applicants for qualification must obtain a Special Honours Certificate. For special conditions, *see* Board's Regulations for Training of Teachers for Sec. Schs.	(*c*) No.
	5. General Medical Council(2) :— Qualification for registration as a Medical or Dental Student.	5.* Arith., English, Lat., Maths., and a second for. language.	5. No.
	6. Royal College of Veterinary Surgeons :— Qualification to enter a Veterinary College.	6.* Same subjects as for (5) above - - -	6. No.
(B) Senior Local.	1. Oxford University :— Responsions :—	1 :—	1 :—
	(*a*) All Stated Subjects - - -	(*a*) Arith., Lat., including Lat. Comp., Gk., Alg. or Geom.	(*a*) Yes.

(*b*) All Stated Subjects except Greek or/and Latin composition.	(*b*) Arith., Lat., Alg., or Geom., but not Gk. or/and Lat. Comp.	(*b*) Yes.
(*c*) Additional Subject - - -	(*c*) French or German or Italian or Logic - -	(*c*) —
(*d*) Girl Candidates qualify for admission to examinations for B.A., B.Mus., and D.Mus.	(*d*) Arith., two for. languages, and Alg. or Geom. -	(*d*) Yes.
2. Cambridge University :—		
Previous Examination :—	2 :—	2 :—
(*a*) Classical papers in Part I. - -	(*a*)* Lat. and Gk. (Responsions Standard) - -	(*a*) Yes.
(*b*) Classical papers in Part I. and Greek Gospel.	(*b*)* As in (*a*), and book of the New Test. in Gk. -	(*b*) No.
(*c*) Mathematical papers in Part II - -	(*c*)* Arith., Alg., Geom., and Higher Geom. -	(*c*) Yes.
(*d*) Mathematical papers and English Essay -	(*d*)* Arith., Alg., Geom., Higher Geom., and English (including Comp.).	(*d*) Yes.
(*e*) Mathematical papers and English Essay, and Paley's Evidences and its substitutes.	(*e*)* As in (*d*), plus 2 divs. of Rel. Knowledge, or Chem., or 2 divs. of Physics.	(*e*) Yes.
(*f*) Additional Subject - - -	(*f*)* French or German or Logic (Responsions Standard), or Applied Maths. and one other division of Higher Math. Section.	(*f*) —
3. London University :— Matriculation Examination.	3.* (1) English Lang. and Lit. (including Comp.), *or* Hist. (with Eng. Comp.) *or* Geog. (with English Comp.); (2) Arith., Alg., and Geom.; and (3) three of the following subjects not counted above; viz., Latin, Gk., French, German, Italian, Spanish, Gk. or Rom. Hist., English or Foreign History, Logic, two subjects in Maths. other than those given above, Botany, Chemistry, Mechanics and Hydrostatics, Sound Light and Heat, Electricity and Magnetism, Phys. Geography; (provided (*a*) that either Lat., or Bot., or Chem., or Mechns. and Hydrostatics, or Sound Light and Heat is included, and (*b*) that one language is included.	3. Yes.

Oxford Local Examinations—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?
OXFORD. Senior Local —*cont.*	4. Durham University:— Matriculation Examination.	4.* The subjects required vary in the different faculties. Particulars may be obtained from the Regulations of the University.	4. No.
	5. Northern Universities:— Matriculation Examination of Joint Board.	5.* (1) English Lang. and Lit. (including Comp.); (2) Arith., Alg., and Geom.; (3) Hist. *or* Geo., and (4) and (5) any two of the following, one at least being a lang., viz., Lat., Gk., French, Ger., Ital., Spanish, either Trigonometry or one subj. in Higher Maths., Chem., one subject in Physics (other than Phys. Geog.).	5. Yes.
	6. University of Wales:— Matriculation Examination.	6.* (1) English Lang. and Lit., and Eng. History; (2) Latin(3); (3) Arith., Alg., and Geom.; (4) and (5) two of the following, viz.:—Gk.; French *or* German; Applied Maths., *or* Mechanics and Hydrostatics; Botany *or* Chemistry.(4)	6. No.
	7. Birmingham University:— Matriculation Examination.	7.* (1) Eng. Lit. and Hist.; (2) Arith. and Maths.; (3) (4) and (5) three of the following, one at least being a lang., viz.:—Lat., Gk., Fr., Germ., Ital., Span., Hr. Maths., Expl. Mechs., Chem., Geog., Bot., Geoml. Drawing.(5)	7. Yes.
	8. Bristol University:— Matriculation Examination.	8.* (1) Eng. Gram. and Comp.; (2) Arith. and Maths.; (3) (4) and (5) three of the following,	8. Yes.

	one at least being a lang., and one being either Lat. or Gk. or Phys., viz. :—Lat., Gk., Fr., Germ., Phys. (2 divs.), Chem., Appd. Maths., Hist., Geog., Hr. Maths.	
9. Board of Education :—	9 :—	9 :—
(*a*) Qualification for recognition as an uncertificated Teacher.	(*a*)* Arith. and two of the following, viz. :—Hist., Eng. Lang. and Lit., Geog., Pol. Economy, of which Eng. or Hist. must be one.	(*a*) No.(6)
(*b*) Qualification for admission to a Training College for Elementary School Teachers.	(*b*)* (i) Arith., English Lang. and Lit., Hist. or Geog., and either Maths., or Botany, or Chem., or Physics (except Physical Geography).(7)	(*b*) No.(1)
(i) As a Two-Year Student.	(ii) Arith., Eng. lang. and lit.(8), Eng. Hist.(8), Geog., Maths., one for. lang. (Lat., Gk., Fr., or Germ.), and either a second for. lang. or an approved Science subject.	
(ii) As a Student preparing for a Degree Examination.		
10. National Froebel Union :—	10 :—	10 :—
(*a*) Admission to Elem. Cert. Exam. - -	(*a*)* No stated subjects - - - -	(*a*) —
(*b*) Admission to Higher Cert. Exam. - -	(*b*)* Eng., Arith., and either Hist. or Geog. -	(*b*) No.
11. General Medical Council(2) :—	11* :—	11. *See* previous column.
Qualification for registration as a Medical or Dental Student.	(i) At one or two exams. :—Arith., Eng. Comp., Lat., Alg., Geom., and one of the following : Gk., French, German, Ital., Spanish.	
	(ii) At more than two exams. :—As above, with Distinction in one or more Sections.	
12. Pharmaceutical Society of Great Britain :—	12.* Arith., Eng., Lat., a modern foreign lang., Maths. (including Alg. and Geom.).	12. Not more than two.
Qualification for obtaining registration as an Apprentice or Student.		
13. Institute of Chemistry :—	13.* Arith., English, Maths., a language (Lat., Gk., French, Ger., Ital., or Spanish), and a second language or Higher Maths., or other approved subject.	13. Not more than two.
Qualification for registration as Student or for admission to Examinations.		

Oxford Local Examinations—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 2.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?
OXFORD. Senior Local —*cont.*	14. Royal College of Veterinary Surgeons :— Qualification to enter a Veterinary College.	14.* Same conditions as in (11) above - -	14. *See* previous column.
	15. Law Society :— Preliminary Examination.	15.* No stated subjects - - - -	15. —
	16. Inns of Court :— Qualification for admission of Students.	16.* No stated subjects - - - -	16. —
	17. Institution of Civil Engineers :— Studentship Examination.	17.* Arith., English Hist., Geog., Eng. lang. and literature, Mathematics (including Alg., Geom., and Trigonometry), one for. language (Latin, Gk., French, Ger., Ital., Span.), and Chem. or Physics (2 divs.), or Drawing (Mod., Pers., and Geoml.).	17. Yes.
	18. Royal Institute of British Architects :— Preliminary Examination.	18.* Holders of the Senior Cert. who have passed in any of the following, viz. :—Eng. Comp., Dictation, Arith., Algebra, Geom., Hist., Geog., a language (Lat., Fr., Ital., or Ger.), El. Mechanics and Physics, are excused the Prelim. Examin. in the corresponding subjects.	18. No.
	19. Institute of Chartered Accountants :— Preliminary Examination.	19.* Eng. Dictation and Comp., Arith., Alg., Geom., Geog., Hist., Latin(9), and two of the following (one of which must be a language), viz. :—Latin (set book), Gk. (set book), French, German, Ital., Spanish, Higher Maths., Chemistry, Mechs. &c., Elect. and Magnetism, Sound Light and Heat, Geology.	19. No.

	20. Society of Incorporated Accountants and Auditors :— Preliminary Examination.	20.* No stated subjects - - - -	20. —
	21. Surveyors' Institution :— Preliminary Examination.	21.* No stated subjects - - - -	21. —
	22. Auctioneers' Institute :— Preliminary Examination.	22.* No stated subjects - - - -	22. —
	23. Institute of Actuaries :— Admission to Class of Student.	23.* No stated subjects - - - -	23. —
	24 Chartered Institute of Patent Agents :— Admission of Students.	24.* No stated subjects - - - -	24. —
	25. London County Council :— Preliminary Examination for Interm. County Scholarships and for Domestic Economy Training Scholarships.	25.* No stated subjects - - - -	25. —
(C) Junior Local.	1. General Medical Council(2) :— Qualification for Registration as Medical or Dental Student.	1.* Arith., Eng. Lang. and Lit. (including Comp., Gram., and Author), Latin, Alg., and Geom., and another language. Cands. must (*a*) reach the standard for distinction in one of the subjects other than Arith.; or (*b*) reach an Honours standard on the whole Examination, or in two subjects other than Arith.	1. Yes.
	2. Pharmaceutical Society :— Qualification for Registration as an Apprentice or Student.	2.* Arith., Eng., Lat., a modern foreign language, Maths. (including Alg. and Geom.).	2. Not more than two.
	3. Royal College of Veterinary Surgeons :— Qualification to enter a Veterinary College.	3.* Same as (2) above - - - - -	3. Yes.
	4. Law Society :— Preliminary Examination.	4.* No stated subjects - - - -	4. —

Oxford Local Examinations—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 3?
OXFORD Junior Local —*cont.*	5. Royal Institute of British Architects :— Preliminary Examination.	5.* An Honours Cert., including any of the following subjects, viz. :—Eng. Comp., Dictation, Arith., Alg., Geom., Geog., Hist., one language (Lat., Ital., French or Germ.), Elem. Mechanics and Physics, exempts the holder from the corresponding subjects in the Society's own Examination.	5. No.
	6. Society of Incorporated Accountants and Auditors :— Preliminary Examination.	6.* Honours Cert., including Arith., Eng., Maths., one for. lang., and one other subject.	6. No.
	7. Surveyors' Institution :— Preliminary Examination.	7.* Honours Certificate. No stated subjects - -	7. —
	8. Auctioneers' Institute :— Preliminary Examination.	8.* Honours Certificate, including Eng. Comp., Geog., Hist., Alg., Geom., Book-keeping, Mensuration, and two of the following :—Latin, French, German, Shorthand.	8. No.
	9. London County Council :— Preliminary Examination for Interm. County Scholarships.	9.* No stated subjects; but only 1st or 2nd Class Honours accepted.	9. —

(D) School Certificates. (*a*) Senior[10] (*b*) Junior[10]	(*a*) Oxford :— Responsions : Stated Subjects - - - (*b*) *See* note [10].	(*a*) English, Latin, Greek, Maths. or Higher Maths., and Fr. or Ger. or a branch of Nat. Science. (Candidate must pass in all the subjects required for a Senior School Cert.) (*b*) ——	(*a*) English and four other subjects must be passed in one Exam. (*b*) —
(E) Army Leaving Cert.[11]	Army Council :— "Qualifying" Examination.[11]	*Arith., Eng. Lang. and Literature (including Comp.), Eng. Hist., Geog., Maths. (together with Pract. Measurements), and two of the following : (i) Latin or Greek, (ii) French or German (including Oral), (iii) Chemistry and Physics (including Practical Exam.).	No.

B.—*Cambridge Local Examinations.*

CAMBRIDGE. (A) Higher Local.	1. Cambridge University :— Previous Examination— (*a*) Part I., Classical Papers - - - (*b*) Part I., Classical Papers and Greek Gospel (*c*) Part II., Mathematical Papers - - (*d*) Part II., As for (*c*), and English Essay - (*e*) Part II., As for (*d*), and Paley's Evidences and its substitutes. (*f*) Additional Subject - - -	1 :— (*a*) Latin set book, Latin Unseen, Gk. set books - (*b*) As for (*a*), and Greek Text of New Test. - - (*c*) Arith., Geom., Algebra - - - - (*d*) Arith., Geom., Algebra, and Eng. lang. and lit. - (*e*) As for (*d*), and General Old Test. Hist., or Gen. New Test. Hist., or Logic, or Chem., or Physics. (*f*) French, or German, or Statics and Dynamics -	1 :— (*a*) Yes. (*b*) No. (*c*) Yes. (*d*) No. (*e*) No. (*f*) —

Cambridge Local Examinations—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?
CAMBRIDGE. Higher Local—*cont.*	2. Oxford University:— Qualifies Women to Enter for First Public Examination.	2. Arith., two of the following languages, viz., Latin, Gk., French, German, Ital., and either Algebra or Geom.	2. No.
	3. University of Wales:— Matriculation Examination.	3.* Practically the same subjects as required from holder of Cambridge Sen. Loc. Cert. (*see* below).	3. No.
	4. Birmingham University:— Matriculation Examination (Science, Arts, and Commerce).	4. Exam. accepted *pro tanto* - - - - (The subjects required for full exemption are stated under Oxford Sen. Loc. above.)	4. No.
	5. Board of Education:—	5:—	5:—
	(*a*) Qualification for recognition as an Uncertificated Teacher.	(*a*)* No stated subjects - - - -	(*a*) —
	(*b*) Qualification for admission as One-Year Student in Training Colleges for Elementary School Teachers.	(*b*)* Arith., Eng., Maths. or Science, Langs. or Geog. or Hist.	(*b*) No.(1)
	(*c*) Qualification for Admission to Training Colleges for Secondary School Teachers.	(*c*)* Special Honours Cert. For particulars, *see* Board's Regulations for Training of Teachers for Sec. Schs.	(*c*) No.
	6. General Medical Council(2):— Registration as Medical or Dental Student.	6.* Eng. Lang. and Lit., Latin, Maths., and a second foreign language.	6. No.
	7. Institute of Chemistry:— Registration as Student, or Admission to Examinations.	7.* Same subjects as in Oxford Senior Local above -	7. Not more than two.

	8. Pharmaceutical Society :— Registration as Apprentice or Student. 9. Royal College of Veterinary Surgeons :— Qualification to enter Veterinary College. 10. London County Council :— Preliminary Examination for Domestic Economy Training Scholarships.	8.* English, Latin, a modern foreign language, Maths. (including Arith., Alg., and Geom.). 9.* Same conditions as (6) above - - - 10.* No stated subjects - - - -	8. Not more than two. 9. No. 10. —
(B) Senior Local.	1. Cambridge University :— Previous Examination. The same exemptions are offered to Senior Local Candidates as are offered to Cambridge Higher Local Candidates. (*See* above.)	1. Practically the same subjects must be taken in the Senior Local Exam. as in the Higher Local, particulars of which are given above.	1. No.
	2. Oxford University :— Responsions— (*a*) Stated subjects - - - - (*b*) Additional subject - - -	2* :— (*a*) Latin and Greek (Prev. Exam. Standard), Arith., Geom. or Algebra, Latin Prose. (*b*) French or German or Logic (Prev. Exam. Standard).	2 :— (*a*) Yes. (*b*) —
	3. London University :— Matriculation Examination.	3.* Practically the same subjects as are required from holder of Oxford Senior Local Cert. (*See* above.)	3. Yes.
	4. Durham University :— Matriculation Examination.	4.* Ditto - - - - - -	4. No.
	5. Northern Universities :— Matriculation Examination of Joint Board.	5.* Ditto - - - - - -	5. Yes.
	6. University of Wales :— Matriculation Examination.	6.* Ditto - - - - - -	6. No.
	7. Birmingham University :— Matriculation Examination.	7.* Ditto - - - - - -	7. Yes.
	8. Bristol University :— Matriculation Examination.	8.* Ditto - - - - - -	8. Yes.

Cambridge Local Examinations—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?
CAMBRIDGE. Senior Local —*cont.*	9. Board of Education :—	9 :—	9. :—
	(*a*) Qualification for recognition as Uncertificated Teacher.	(*a*)* English Lang. and Lit. - - -	(*a*) No.(6)
	(*b*) Qualification for admission to a Training College for Elem. Sch. Teachers :—	(*b*)* (i) Eng. Lang. and Lit., Hist. or Geog., and either Maths. or Chem. or Physics or Bot.(7)	(*b*) No.(1)
	(i) As a Two-Year Student.		
	(ii) As a Degree Student.	(ii) Eng. Lang. and Lit.(8), Eng. Hist.(8), Geog., Maths., a lang. (either Lat., Gk., Fr., or Ger.), a second lang. or a Sc. subject.	
	10. National Froebel Union :— Admission to Certificate Examinations.	10.* As for Oxford Sen. Loc. (*see* above) - -	10. —
	11. General Medical Council(2) :— Registration as Medical or Dental Student.	11.* Practically the same subjects and conditions as required from holder of Oxford Senior Cert. (*see* above).	11. *See* previous column.
	12. Pharmaceutical Society of Great Britain :— Registration as Apprentice or Student.	12.* Practically the same subjects as required from holder of Oxford Senior Cert. (*See* above).	12. Not more than two.
	13. Institute of Chemistry :— Registration as Student, or Admission to Examinations.	13.* Ditto - - - - - - -	13 Not more than two.
	14. Royal College of Veterinary Surgeons :— Qualification to enter Veterinary College.	14.* Same conditions as for General Medical Council	14. *See* previous column.
	15. Law Society :— Preliminary Examination.	15.* No stated subjects - - -	15. —

	16. Inns of Court:— Admission of Students.	16.* No stated subjects - - - -	16. —
	17. Institution of Civil Engineers:— Studentship Examination.	17.* Practically the same subjects as required from holder of Oxford Senior Loc. Cert. (*see* above).	17. Yes.
	18. Royal Institute of British Architects:— Preliminary Examination.	18.* Senior Cert. exempts from such of the following subjects of the Prelim. Exam. as are included in the Cert., viz.:—Eng. Comp., Arith., Alg., Geom., Geog., Eng. Hist., one language (Latin, French or German), Applied Maths.	18. No.
	19. Surveyors' Institution:— Preliminary Examination.	19.* No stated subjects - - - - -	19. —
	20. Institute of Chartered Accountants:— Preliminary Examination.	20.* Practically the same subjects as required from holders of Oxford Senior Cert.	20. No.
	21. Society of Incorporated Accountants and Auditors:— Preliminary Examination.	21.* No stated subjects - - - -	21. —
	22. Institute of Actuaries:— Admission to Class of Student.	22.* No stated subjects - - - -	22. —
	23. Auctioneers' Institute:— Preliminary Examination.	23.* No stated subjects - - - -	23. —
	24. Chartered Institute of Patent Agents:— Admission of Students.	24.* No stated subjects - - - -	24. —
	25. London County Council:— Preliminary Examination for Interm. County Scholarships and for Domestic Economy Training Scholarships.	25.* No stated subjects - - - -	25. —
(C) Junior Local	1. General Medical Council(?):— Registration as a Medical or Dental Student.	1.* Eng. Lang. and Lit., Latin, Arith., Geom. and Alg., and another lang. (Gk., Fr. Ger., or Span.). Cands. must get distinction in one subject, or reach Honours standard on the whole exam. or in two subjects.	1. Yes.

Cambridge Local Examinations—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?
CAMBRIDGE Junior Local —*cont.*	2. Pharmaceutical Society of Great Britain :— Registration as Apprentice or Student.	2.* Junior Cert. qualifies in the same way as the Senior. (*See* above.)	2. Not more than two.
	3. Royal College of Veterinary Surgeons :— Qualification for admission to Veterinary College.	3.* Junior Cert. qualifies under same conditions as for General Medical Council. (*See* above.)	3. Yes.
	4. Law Society :— Preliminary Examination.	4.* No stated subjects - - - -	4. —
	5. Royal Institute of British Architects :— Preliminary Examination.	5.* A Junior Honours Cert. exempts holder to the same extent as Senior Cert. (*See* above)	5. No.
	6. Surveyors' Institution :— Preliminary Examination.	6.* Honours Certificate. No stated subjects - -	6. —
	7. Society of Incorporated Accountants and Auditors :— Preliminary Examination.	7.* Honours Cert., including Arith., Eng., Maths., one for. lang., and one other subject.	7. No.
	8. Auctioneers' Institute :— Preliminary Examination.	8.* Honours Cert., including Eng. Comp., Geog., Hist., Geom., Alg., Book-keeping, Mensuration, and two of the following, viz. :—Lat.,Fr., Ger., Shorthand.	8. No.
	9. London County Council :— Preliminary Examination for Intermediate County Scholarships.	9.* No stated subjects, but only 1st or 2nd class Honours accepted.	9. —

(D) School Certificates. (1) Senior. (2) Junior.	Holders of these certificates are entitled to the ordinary Senior and Junior Local Certificates in addition, and can therefore secure the same exemptions as are granted to holders of those certificates.	*See* previous column.	*See* 2nd column.
(E) Army Leaving Certificates. (11)	Army Council:— "Qualifying" Examination.(11)	*English Comp.; History of England, and Geography; Arith.; Maths. (together with Practical measurements); and any two of the following: (i) Chemistry and Physics; (ii) French or German (including oral); (iii) Latin or Greek.	No.

C.—*Oxford and Cambridge Schools Examination Board.*

OXFORD AND CAMBRIDGE Schools Examination Board. (A) Higher Certificate.	1. Oxford University:— (i) Responsions:— (*a*) All stated subjects (boys) - - (*b*) All stated subjects (girls) - -	1:— (i):— (*a*)* Gk., Lat., Elem. or additional Maths. - (*b*)* Gk., Lat., Elem. or additional Maths. - N.B.—Cands. who do not obtain a Higher Cert. may obtain exemption if they satisfy the Examiners in Unseen Translation, or in a set book, in Latin and Gk., in Gk. and Latin Grammar, in translation from Eng. to Lat., Arith., and elements of Alg. or Geom., at one and the same exam.	1:— (*a*) No. (*b*) Yes.
	(*c*) All stated subjects except Greek - (*d*) Additional subject - - -	(*c*) Lat. and Elem. or Addl. Maths. - - (*d*) French or German, or distinction in Latin or Greek.	(*c*) Yes. (*d*) —

Oxford and Cambridge Schools Examination Board—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?
OXFORD AND CAMBRIDGE S.E.B. Higher Cert. —*cont.*	(ii) (Women candidates.) Qualification for admission to examinations for B.A., B.Mus., and D.Mus.	(ii) :—	
		(*a*)* Two languages (Lat., Gk., Fr., Ger., Ital.), and El. Maths.	(*a*) No.(12)
		(*b*) Arith., Elements of Alg. or Geom., and two of the following: (*a*) Latin Gram., Prose, and Unseen or set book; (*b*) Gk. Gram. and Unseen or set book; (*c*) French; (*d*) German; (*e*) Italian.	(*b*) Yes.
		(*c*)* One language, and Elem. Maths. at one exam., plus second language in Oxford Higher Local Exam.	(*c*) *See* col. 3.
	(iii) The matriculation or entrance examinations of most of the individual colleges, including colleges for women.	(iii) All conditions to be obtained from the authorities of each college.	—
	2. Cambridge University :—	2 :—	2 :—
	(i) Previous Examination :—	(i) :—	(i) :—
	(*a*) Classical papers of Part I. - -	(*a*)* Exemption given to holders of one or two Higher certs. who have satisfied the Examiners in Latin and Gk.	(*a*) No.
	(*b*) Classical papers of Part I. - -	(*b*) Pass in Latin and Gk. at one exam. -	(*b*) Yes.
	(*c*) Classical papers of Part I. - -	(*c*) Set book or Unseen in Gk., Latin Author or Prose, Gk. and Lat. Gram., Unseen Lat.	(*c*) Yes.
	(*d*) Classical papers of Part I. and Greek Gospel.	(*d*) As for (*a*), (*b*), or (*c*), and pass in Scripture or in prepared book of O. or N. Test. (including Gk. Text).	(*d*) No.

	(e) Math. papers of Part II. - - - -	(e) Arith. Alg. and Geom. of Additional Maths. (or Additional Maths.)	(e) Yes.
	(f) Math. papers of Part II., and Paley's Evidences (or its substitutes).	(f) As for (e), plus Outlines of Scripture (or Scripture), or Physical or Chem. Div. of Nat. Philosophy, or Experimental Science.	(f) No.
	(g) Math. papers of Part II., and Essay -	(g) As for (e), plus English, or English Essay -	(g) No.
	(h) The whole of Part II. - - - -	(h) As for (e), plus Outlines of Scripture (or Scripture) or Physical or Chem. Div. of Nat. Phil., or Experimental Science, and English (or English Essay).	(h) No.
	(i) Additional subject - - - - -	(i) One of the following:—(a) French or German; (b) Trig., Statics and Dynamics of Addl. Maths.; (c) Mech. Div. of Nat. Phil. (including practical work). N.B.—In certain of the above cases the precise conditions vary according as the candidate has or has not obtained a certificate.	(i) —
	(ii) Entrance Examinations to Colleges at which such examinations are held.	(ii)* Conditions to be obtained from the Colleges -	(ii) —
	(iii) Admission to the Examination of the Training Syndicate.	(iii) No stated subjects - - - - - -	(iii) —
	3. London University:— Matriculation Examination.	3. English with Essay, or Hist. with Essay., El. Maths., including Geom. and Alg. of Additional Maths., and three of the following:—Lat., Gk., French, German, Additional Maths., History (if not counted above), Geog., Natural Philosophy—Mechanical, Physical, or Chemical Division—Experimental Science, Phys. Geog. and Elem. Geology, Biology. N.B.—The choice of subjects is subject to certain conditions.	3. Yes.

Oxford and Cambridge Schools Examination Board—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?
OXFORD AND CAMBRIDGE S.E.B. Higher Cert. —*cont.*	4. Durham University:— Matriculation Examination.	4.* As for Oxford Sen. Loc. (*see* above) - - -	4. No.
	5. Northern Universities:— Joint Matriculation Examination.	5.* One foreign language, either English or English History, English Essay, Elem. Maths. with Alg. and Geom. of Additional Maths., and two other subjects, of which Scripture may not be one.	5. No.
	6. University of Wales:— Matriculation Examination.	6.* Practically the same subjects as required from holder of Oxford Sen. Loc. Cert. (*see* above).	6. No.
	7. Birmingham University:— Matriculation Examination.	7.* Ditto.	7. Yes.
	8. Bristol University:— Matriculation Examination.	8.* Ditto.	8. Yes.
	9. Army Council:— Qualifying Examination.(11)	9.* English, Eng. Hist., and Geog., El. Maths., and any two of the following, viz.:—(*a*) Physics and Chem.; (*b*) Fr. or Germ.; (*c*) Lat. or Gk.	9. No.
	10. Board of Education:—	10:—	10:—
	(*a*) Admission as a Two-Year Student at a Training College.	(*a*)* No stated subjects - - - -	(*a*) —
	(*b*) Admission as a Student to be prepared for a Degree Examination.	(*b*)* Eng.(8), Eng. Hist.(8), Geog., Maths., one for. lang. (Lat., Gk., Fr., or Germ.), a second lang. or an approved Science subject.	(*b*) No.(1)
	(*c*) Recognised as an uncertificated Teacher -	(*c*)* No stated subjects - - - -	(*c*) —
	11. National Froebel Union:— Admission to Certificate Examinations.	11.* As for Oxford Sen. Loc. (*see* above) - -	11. —

12. General Medical Council(3):— Registration as Medical or Dental Student.	12.* Latin, Elem. or Addl. Maths., English and Eng. Hist., and a second language (Gk., Fr., or Germ.).	12. No.
13. Institute of Chemistry:— Registration as Student or Admission to Examinations.	13.* English, El. Maths., either Gk., Lat., French, German, or Spanish, and either a second language or one other subject.	13. Not more than two.
14. Pharmaceutical Society:— Registration as Apprentice or Student.	14.* Latin, French, or German, El. Maths., English -	14. Not more than two.
15. Royal College of Veterinary Surgeons:— Qualification for admission to Veterinary College.	15.* As for General Medical Council (*see* above) -	15. No.
16. Law Society:— Preliminary Examination.	16.* No stated subjects - - - - - -	16. —
17. Inns of Court:— Admission of Students.	17.* No stated subjects - - - - - -	17. —
18. Royal Institute of British Architects:— Preliminary Examination.	18.* As for Oxford and Cambridge Sen. Loc. Certs. (*see* above).	18. No.
19. Surveyors' Institution:— Preliminary Examination.	19.* No stated subjects - - - - - -	19. —
20. Institution of Civil Engineers:— Studentship Examination.	20.* Practically the same subjects as required from holder of Oxford Senior Local Cert.	20. Yes.
21. Institute of Chartered Accountants:— Preliminary Examination.	21.* Ditto ditto - -	21. No.
22. Society of Incorporated Accountants and Auditors:— Preliminary Examination.	22.* Arith., Maths., Eng., one for. lang., and one other subject.	22. No.
23. Auctioneers' Institute:— Preliminary Examination.	23*. No stated subjects - - - - - -	23. —
24. Chartered Institute of Patent Agents:— Admission of Students.	24.* No stated subjects - - - - - -	24. —
25. London County Council:— Preliminary Examination for Interm. County Scholarships and for Dom. Econ. Training Scholarships.	25.* No stated subjects - - - - - -	25. —

Oxford and Cambridge Schools Examination Board—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?
OXFORD AND CAMBRIDGE S.E.B. (B) School Certificate.	1. University of Oxford:—	1:—	1. Yes.
	(*a*) Responsions	(*a*) English, Latin, Greek,[13] Elem. or Additional Maths., and either French or German, or a branch of Natural Science, or Hist. and Geog.	
	(*b*) Qualification for women to enter examinations for B.A., B.Mus., and D.Mus.	(*b*)* English, El. Maths., two of the languages (viz., Latin, Greek, French, German), and a third language or a branch of Natural Science.[14]	
	2. University of Cambridge:—	2:—	2:—
	Previous Examination:—		
	(*a*) Classical papers of Part I.	(*a*) Latin and Greek	(*a*) Yes; but if a Certificate is gained on each occasion, No.
	(*b*) The whole of Part I.	(*b*) As in (*a*), and Scripture	(*b*) No.
	(*c*) Math. papers of Part II.	(*c*) Additional Maths.	(*c*)—
	(*d*) Math. papers of Part II., and Essay	(*d*) As in (*c*), and English	(*d*) No.
	(*e*) As for (*d*), plus Paley (or its alternatives)	(*e*) As in (*c*), and Scrip. (or Phys. or Chem., or Phys. and Chem.).	(*e*) No.
	(*f*) Whole of Part II.	(*f*) As in (*e*), and English	(*f*) Not more than two.
	(*g*) Additional subject	(*g*) French, *or* German, *or* Additional Maths. including Trig., Statics and Dynamics, *or* Mechanics, including practical work.	—

3. London University :— Matriculation Examination.	3.([15]) English, Additional Maths., Latin, Greek, and one of the following :—French, German, Hist., Geog., Hist. and Geog., Statics Dynamics and Trig., Chemistry, Physics, Physics-and-Chemistry.	3. Yes
4. Northern Universities :— Matriculation Examination.	4.* English,([16]) Addit. Maths.,([16]) Hist., and two of the following : — Latin, Greek, French, German, Geog., Statics &c., Chemistry, Physics, Physics-and-Chemistry, of which two subjects one at least must be a language.	4. Yes.
5. Birmingham University :— Matriculation Examination.	5.* Practically the same subjects as required from holder of Oxford Sen. Loc. Cert. (*see* above).	5. Yes.
6. Army Council :— Qualifying Examination.([11])	6 :— English, Eng. Hist., Geog., Addit. Maths. (with Pract. Measurements and Geoml. Drawing), and two of the following :—Latin or Gk., French or German, Physics and Chemistry.	6. No.
7. Law Society :— Preliminary Examination.	7.* Latin.	7. Yes.([17])
8. Inns of Court :— Admission of Students.	8.* No stated subjects - - - -	8. —
9. General Medical Council([2]) :— Registration as Medical or Dental Student.	9.* Latin, Greek or French or German, Elem. Maths. or Addit. Maths., English with Eng. Hist. and Geog.	9. No.
10. Institute of Chemistry :— Registration as Student or Admission to Examinations.	10.* Eng., El. Maths., either Latin or Gk. or French or German, and either Addit. Maths. (including Trig., Stat. and Dynamics), or a second language or one other subject.	10. Not more than two.
11. Pharmaceutical Society :— Registration as Apprentice or Student.	11.* Latin, French or German, El. or Addit. Maths., English.	11. Not more than two.

Oxford and Cambridge Schools Examination Board—continued.

Name of Qualifying Examination.	Exemptions or Qualifications that may be earned by passing the Examination named in Col. 1.	Special Subjects that must be passed in the Qualifying Examination to earn the exemption specified in Col. 2.	Must all the subjects specified in Col. 3 be taken at the same time for the purposes of Col. 2?
OXFORD AND CAMBRIDGE S.E.B. School Cert. —*cont.*	12. Royal Institute of British Architects :— Preliminary Examination.	12.* As for Oxford or Cambridge Senior Local Certificate (*see* above).	12. No.
	13. Society of Incorporated Accountants and Auditors— Preliminary Examination.	13.* Arith., Maths., Eng., one for. lang., and one other subject.	13. No.
	14. Surveyors' Institution :— Preliminary Examination.	14.* No stated subjects - - - -	14. —
(C) Lower Cert.	1. Pharmaceutical Society :— Registration as Apprentice or Student.	1.* Latin, French or German, Arith., English, Maths.	1. Not more than two.
	2. Royal College of Veterinary Surgeons :— Qualification to enter Veterinary College.	2.* English, Eng. Hist., Geog., Latin, Arith., Maths., and a second language.	2. No.
	3. Society of Incorporated Accountants and Auditors :— Preliminary Examination.	3.* Arith., Maths., Eng., one for. lang., and one other subject.	3. No.
	4. London County Council :— Preliminary Examination for Interm. County Scholarships.	4.* No stated subjects - - - -	4. —

NOTES TO APPENDIX D.

(1) "Qualifications composed of successes, not all of which were obtained "at one and the same examination, will not be accepted by the Board, as a "rule, unless all the component successes have been obtained from the "same examining body within the two years and six months preceding "admission to the Training College." (Extract from Regulations of Board of Education.)

(2) The preliminary examinations accepted by the General Medical Council are accepted also, under the same conditions as to subjects, by the Royal College of Physicians of London, the Royal College of Surgeons of England, and the Society of Apothecaries.

(3) Candidates for Degrees in Science or Music may, under certain conditions, substitute French or German for Latin.

(4) Candidates who have passed in four subjects in the equivalent examination may complete their subjects at the Welsh Matriculation Examination.

(5) These conditions apply to candidates for Degrees in Science, Commerce, and Music. The conditions in other faculties are not quite the same. For example, in Arts, Latin must be taken as well as a modern language, and in Medicine, three of the subjects must be Latin, another language, and either Experimental Mechanics or Chemistry.

(6) "Where success in specified subjects is required, it must be obtained "within two years and six months of the first examination, and from the "same examining body." (Extract from Regulations of Board of Education.)

(7) After August 1st, 1911, the required subjects will be:—Arithmetic, English Language and Literature, English History, Geography, and either Mathematics or Science (Botany, Chemistry, or Physics), or a foreign language.

(8) Candidates who pass their qualifying examination after August 1st, 1910, must attain in these subjects a standard higher than that indicated by a pass.

(9) A third optional subject will be accepted in place of Latin.

(10) To obtain a Senior School Certificate a candidate must pass the Senior Local Examination; the exemptions granted in respect of that examination are, therefore, obtainable by the holder of this Certificate. Similarly, the holder of a Junior School Certificate is entitled to certain exemptions owing to his having necessarily passed the Junior Local Examination.

(11) This Qualifying Examination will not be held (as a separate examination) after March 1912; and the last examination in England and Wales for the Leaving Certificate for Army purposes will be held in the Michaelmas Term, 1911.

(12) But if not, must have obtained a certificate in each examination.

(13) A student who passes in the necessary subjects except Greek (provided that he passes in English and four other subjects), will obtain exemption if he passes in Greek only in Responsions.

(14) A candidate who has not gained a School Certificate is admitted if she has obtained a "statement" that in the examination for School Certificates she has passed in English, Arithmetic, either Algebra or Geometry, two languages, and either a third language or a branch of Natural Science, provided that in at least one examination she passed in English and in four other subjects.

(15) In several of the subjects, the candidate must pass a special London Matriculation standard.

(16) In these subjects the candidate must satisfy a standard fixed by the Northern Universities.

(17) That is to say, Latin and all the subjects required for the Certificate must be passed at one examination.

APPENDIX

STATISTICS OF CANDIDATES TAKING CERTAIN UNIVERSITY

Name of Examination.	1907. Number of Candidates and Successes. Boys. Candidates.	Boys. Successes.	Girls. Candidates.	Girls. Successes.	Total. Candidates.	Total. Successes. (Number and Percentage.)	Individual Fee.(1)	Approximate Total Amount of Fees.(2)
OXFORD UNIVERSITY:							£ s. d.	£
Preliminary Local -	1,932	1,560	1,938	1,541	3,870	3,101 *80 %*	0 10 6	2,032
Junior Local - -	4,176	2,955	4,193	2,956	8,369	5,911 *71 %*	1 0 0	8,369
Senior „ - -	2,093	1,541	4,294	2,517	6,387	4,058 *64 %*	1 0 0	6,387
Higher „ - -	—(3)	—	—(3)	—	298	85(3) *29 %*	2 0 0(4)	596
Total - -	—	—	—	—	18,924	13,155	—	£17,384
CAMBRIDGE UNIVERSITY:								£
Preliminary Local -	2,688	2,057	1,882	1,424	4,570	3,481 *76 %*	0 10 6	2,399
Junior Local -	5,119	3,526	3,282	2,345	8,401	5,871 *70 %*	1 0 0	8,401
Senior „ - -	2,314	1,637	2,813	1,764	5,127	3,401 *66 %*	1 0 0	5,127
Higher „ - -	—(3)	—	—(3)	—	1,012	194(5) *19 %*	2 0 0(4)	1,410(6)
Total - -	—	—	—	—	19,110	12,947	—	£17,337
OXFORD AND CAMBRIDGE SCHOOLS EXAMINATIONS BOARD:								£
Higher Certificate -	1,315	765	950	302	2,265	1,067 *47 %*	2 0 0(7)	3,973(6)
Lower „ -	867	386	159	77	1,026	463 *45 %*	1 1 0(8)	1,103(6)
School „ -	541(9)	174	—	—	541(9)	174 *32 %*	2 0 0(10)	965(6)
Total - -	—	—	—	—	3,832	1,704	—	£6,041(6)
LONDON UNIVERSITY:								£
Matriculation and School Certificates.	4,714(12)	1,855	2,022(12)	859	6,736(12)	2,714 *40 %*	2 0 0(13)	13,472
NORTHERN UNIVERSITIES:								
Matriculation - -	—(3)	—	—(3)	—	1,976	884 *45 %*	2 0 0(13)	3,952
COLLEGE OF PRECEPTORS.								
Examination for Certificates, 1st, 2nd, and 3rd Class.	6,284	3,991	3,055	2,025	9,339	6,016(16) *64 %*	0 10 6(17)	4,903
Lower Forms Examination.	1,778	1,462	1,360	1,111	3,138	2,573 *82 %*	0 5 0	785
GRAND TOTAL -	—	—	—	—	63,055(18)	39,993	—	£63,874

E.

OR LOCAL EXAMINATIONS IN 1907 AND 1908.

1908.								
Number of Candidates and Successes.						Individual Fee.(1)	Approximate Total Amount of Fees.(2)	Name of Examination
Boys.		Girls.		Total.				
Candidates.	Successes.	Candidates.	Successes.	Candidates.	Successes. (Number and *Percentage.*)			
						£ s. d.	£	OXFORD UNIVERSITY:
1,792	1,432	1,824	1,470	3,616	2,902 *80 %*	0 10 6	1,898	Preliminary Local.
4,114	2,971	4,248	3,078	8,362	6,049 *72 %*	1 0 0	8,362	Junior Local.
3,082	2,465	6,302	3,883	9,384	6,348 *68 %*	1 0 0	9,384	Senior ,,
—(3)	—	— (3)	—	282	76 (3) *27 %*	2 0 0 (4)	564	Higher ,,
—	—	—	—	21,644	15,375	—	£20,208	Total.
							£	CAMBRIDGE UNIVERSITY:
2,624	1,985	1,843	1,391	4,467	3,376 *76 %*	0 10 6	2,345	Preliminary Local.
5,443	3,931	3,874	2,932	9,317	6,863 *74 %*	1 0 0	9,317	Junior Local.
3,053	2,026	3,820	2,119	6,873	4,145 *60 %*	1 0 0	6,873	Senior ,,
— (3)	—	— (3)	—	1,041	177 (3) *17 %*	2 0 0 (4)	1,511(5)	Higher ,,
—	—	—	—	21,698	14,561	—	£20,046	Total.
							£	OXFORD AND CAMBRIDGE SCHOOLS EXAMINATIONS BOARD:
1,231	747	961	336	2,192	1,083 *49 %*	2 0 0 (7)	3,730(5)	Higher Certificate.
957	416	138	82	1,095	498 *45 %*	1 1 0 (8)	1,166(5)	Lower ,,
769(11)	223	—	—	769 (11)	223 *29 %*	2 0 0 (10)	1,461(5)	School ,,
—	—	—	—	4,056	1,804	—	£6,357(5)	Total.
							£	LONDON UNIVERSITY:
5,121 (11)	2,093	2,224 (11)	914	7,345 (11)	3,007 *41 %*	2 0 0 (12)	14,690	Matriculation and School Certificates.
								NORTHERN UNIVERSITIES:
— (3)	—	— (3)	—	2,564	960 *37 %*	2 0 0 (13)	5,128	Matriculation.
								COLLEGE OF PRECEPTORS:
5,860	3,471	2,788	1,678	8,648	5,149 (16) *60 %*	0 10 6 (17)	4,540	Examination for Certificates, 1st, 2nd, and 3rd Class.
1,501	1,281	1,413	1,256	2,914	2,537 *87 %*	0 5 0	729	Lower Forms Examination.
—	—	—	—	68,869 (15)	43,393	—	£71,698	GRAND TOTAL.

NOTES TO APPENDIX E.

(1) In each case the fee given is the normal examination fee only. In some cases reductions are allowed to candidates who have sat for the examination before, while, on the other hand, additional fees are sometimes charged for extra subjects. In many cases also a local fee is paid by the candidate towards the expenses of the local centre.

(2) Except where otherwise stated, these figures are only approximate, and have been obtained by multiplying the amount of the fee by the number of candidates. But in view of the circumstances mentioned in Note 1, it is obvious that this process would not give a perfectly accurate result. No allowance is made for fees paid towards local expenses.

(3) In these cases separate figures for boys and girls are not obtainable.

(4) 2*l.* for new candidates for certificates. Candidates who already hold certificates and who enter again to complete their certificates in certain subjects pay a fee of only 1*l.*. The 2*l.* fee was reduced to 1*l.* 10*s.* in 1909.

(5) This figure gives the number of candidates who completed their certificates at the examination in question. It takes no account of candidates who, although they passed in certain groups, did not complete their certificates, or of candidates who, having already gained a certificate, added one or more groups to their previous successes.

(6) In these cases the actual amount received in fees is stated.

(7) The fee of 2*l.* is for candidates who enter for the first time. Candidates who hold certificates but enter again to add subjects to their certificates pay 1*l.* 10*s.* for each subsequent examination. Girl candidates are allowed to take the examination in two portions; and, if they offer not more than three subjects, they pay a fee of only 1*l.* On the other hand, an additional fee of 5*s.* is paid by all candidates who desire to obtain exemption from Responsions, the Previous Examination, or London Matriculation, and by girls who desire admission to certain examinations at Oxford.

(8) Girl candidates may take the examination in two portions; if they take not more than four subjects, they pay 10*s.* 6*d.* only.

(9) December 1906 and July 1907.

(10) The fee of 2*l.* is for candidates entering the first time for school certificates. Candidates entering for supplementary subjects at subsequent examinations pay 10*s.* Candidates examined away from their own schools pay 15*s.* extra. Those seeking exemption from Responsions or the Previous Examination, if not also candidates for certificates, pay 2*l.*, 1*l.* 10*s.*, or 1*l.*, according to the number of subjects they offer.

(11) December 1907 and July 1908.

(12) Of these numbers, 408 boys and 199 girls took their Matriculation Examination in the form of the School Examination (Matriculation Standard).

(13) The fee is 2*l.* for the first time of entering the examination; candidates who, having passed, enter subsequently in additional subjects, pay 1*l.* for one subject, and 2*l.* for two or more subjects.

(14) Of these numbers, 470 boys and 206 girls took their Matriculation Examination in the form of the School Examination (Matriculation Standard).

(15) A candidate failing in July may enter again in September for 1*l.* 10*s.* Those taking the examination solely for scholarship purposes pay 1*l.* only.

([16]) The separate percentages of successes in the 1st, 2nd, and 3rd class certificate examinations were respectively:—In 1907, 46 °/₀, 58 °/₀, 76 °/₀; and in 1908, 45 °/₀, 53 °/₀, 71 °/₀.

([17]) For the special examinations in March and September (Professional Preliminary Examinations) the fee is 25*s*.

([18]) The number of scholars between 12 and 17 in Secondary Schools of all kinds is estimated to be about 320,000; and of those between 14 and 17 about 172,000. (*See* Table in Consultative Committee's Report on Continuation Schools, page 29.)

APPENDIX F.

A FEW EXAMPLES OF EXTERNAL EXAMINATIONS IN GRAMMAR SCHOOLS BEFORE 1850.

1. The founder of the Free Grammar School at Tonbridge, Kent, entrusted the management of the school (1554) to the Skinners' Company in London. The statutes of the school directed that the Company of Skinners should visit the school annually in May, and be accompanied by a clergyman of London "whose business it is to examine the several "classes of the school." (Carlisle, *Endowed Grammar Schools*, Vol. I., p. 631.)

2. The founder of the Free Grammar School of Lewisham, Kent (opened 1652), provided that one of the Wardens and one of the Assistants and the Clerk of the Company of Leather Sellers should go down to Lewisham once every year about the month of May or June, and should be accompanied "by a very learned and godly minister or schoolmaster for the "examination of the scholars." (Carlisle, *Endowed Grammar Schools*, Vol. I., p. 583–4.)

3. The founders of the Free-Grammar School of Culgaith and Blencarn, near Temple Sowerby, Cumberland, in 1775, provided that the vicar of Kirkland for the time being should twice in the year at least examine the scholars instructed in the school "as to their proficiency in such parts of "learning as they shall respectively be taught . . . . and also to order "what authors or books they shall respectively read or be taught at the "school." (Carlisle, *Endowed Grammar Schools*, Vol. I., p. 182.)

4. The new statutes (approved 1796) of the Free Grammar School in Louth, Lincolnshire, provided "that the scholars be examined twice a year "by some gentleman appointed by the Warden and Assistants" [*i.e.* the Governing Body, so named, of the school], "who is to make a report of "the progress they have made in classical literature, that the master, usher "and scholars may have due commendation or censure. (Carlisle, *Endowed "Grammar Schools*, Vol. I., p. 827.)

NOTES WITH REGARD TO THE SYLLABUSES OF THE EXAMINATIONS MENTIONED IN APPENDIX G.

ENGLISH appears from the syllabuses to consist of Grammar, Composition, and Dictation in one case (No. 2); Grammar and Composition in one other (No. 8); Composition and Dictation in five (Nos. 1, 3, 4, 6, and 7); and Literature in one (No. 5); while in the other two (Nos. 9 and 10) no particulars are given.

HISTORY.—The syllabus generally deals with English History from either the Roman or the Norman Invasion to the 19th Century; but in one case (No. 3) it is restricted to the period 1066 to the end of the Tudors, while in another (No. 4), in addition to general work, special attention is given to the 19th Century.

GEOGRAPHY.—There is some variety in regard to the areas selected for examination. They are—Great Britain and Ireland (No. 4); the same *plus* British India (No. 1); Europe (No. 6); Europe, especially British Isles (No. 3); the World (No. 2); not specified (Nos. 5 and 8).

MATHEMATICS consists of Arithmetic, Algebra, and Geometry, unless the contrary is stated in the last column; but the amount of work required in both Algebra and Geometry varies considerably.

LANGUAGES.—The examinations consist only of Grammar and Translation, except in one case (No. 1), where there are set books in Classics. The languages included under the head "Other Modern Languages" are in three cases (Nos. 1, 5, and 6) Italian and Spanish; in one (No. 3) Italian only; and in three (Nos. 8, 9, and 10), not specified.

SCIENCE and "OTHER SUBJECTS."—The subjects included under these heads are stated in the last column.

APPENDIX G.

Table showing the Requirements as to Subjects in the Preliminary Examinations conducted, or accepted, by Professional Bodies.

N.B.—This table is intended to be used for purposes of general comparison only. Apart from the question of relative standard, into which we have made no inquiry, the actual content of the subjects differs in the various examinations. These divergences could not conveniently be shown in the body of the table; but attention is drawn to the most important of them in the last column, and further information is given in the notes on the opposite page. It should also be pointed out that the requirements here indicated are those of the examinations conducted by the professional bodies themselves (except in the case of the last three) and do not necessarily apply to their acceptance of other examinations as equivalent to their own. Each of them does accept, conditionally or otherwise, some such external examinations; and, further, with one exception, each of the bodies which has its own examination, *in which candidates are obliged to take specified subjects*, accepts certain others in lieu of it without any conditions whatever as to the subjects in which the candidate must have passed. Exemptions are also granted in respect of other approved examinations provided that certain requirements are fulfilled, and these are generally the same (or almost the same) as in the body's own examination; but in two cases the choice of subjects allowed appears to be slightly wider.

X indicates a subject which is compulsory and invariable.
A " " alternative with other subjects, of which a certain number *must* be taken.

Name of Society.	Requirements as to the subjects to be offered.			Subjects of Examination. (*See* notes on opposite page.)										Special Notes as to the contents of the Subjects :— E. English. M. Mathematics. S. Science. O. "Other Subjects." (*See also* notes on opposite page.)
	Total No. that must be taken.	No. that must be taken in each of the groups specified in the next column.	Degree of variability of the Subjects.	English.	History.	Geography.	Mathematics.	Latin.	Greek.	French or German.	Other Modern Languages	Science.	Drawing.	Other Subjects.	
A. *Bodies which conduct Preliminary Examinations of their own.*														
1. Accountants, Institute of Chartered	7	5	Invariable	X	X	X	X	X	—	—	—	—	—	—
		1	Alternative	—	—	—	—	A	A	A	A	—	—	—
		1	Alternative	—	—	—	A	A	A	A	A	A	—	A
														M = "Higher" Maths. S = Chem.; Physics; Physiol.; Elec. and Mag.; Light and Heat; or Geol. O = Shorthand.
2. Accountants and Auditors, Society of Incorporated	5	4	Invariable	X	X	X	X	—	—	—	—	—	—	—
		1	Alternative	—	—	—	—	A	—	A	—	—	—	—
3. Architects, Royal Institute of British	7	6	Invariable	X	X	X	X	—	—	—	—	X	X	—
		1	Alternative	—	—	—	—	A	—	A	A	—	—	—
														S = Elem. Mechs. *and* Physics.
4. Auctioneers' Institute of the United Kingdom.	7	5	Invariable	X	X	X	X	—	—	—	—	—	—	X
		2	Alternative	—	—	—	—	A	—	A	—	—	—	A
														M includes Mensuration. O = Bookkeeping. O = Shorthand or General Knowledge.
5. Engineers, Institution of Civil	6	4	Invariable	X	X	X	X	—	—	—	—	—	—	—
		2	Alternative (but not more than one language).	—	—	—	—	A	A	A	A	A	A	—
														E = Literature. M includes Trigonometry. S = Chem.; Physics; or Mechs.
6. Law Society	7	5	Invariable	X	X	X	X	X	—	—	—	—	—	—
		1	Alternative	—	—	—	—	A	A	A	A	—	—	—
		1	Alternative	—	—	—	A	A	A	A	A	—	—	—
														M = Arith.
														M = Alg. and Geom.
7. Surveyors' Institution	4	3	Invariable	X	X	—	X	—	—	A	—	—	—	—
		1	Alternative	—	—	—	—	A	—	—	—	—	—	—
B. *Bodies which do not hold Preliminary Examinations of their own.**														
8. General Medical Council†	6	5	Invariable	X	X	X	X	X	—	A	A	—	—	—
		1	Alternative	—	—	—	—	A	—	A	A	—	—	—
9. Institute of Chemistry	4	2	Invariable	X	—	—	X	—	A	—	A	—	—	—
		1	Alternative	—	—	—	—	A	A	A	A	—	—	—
		1	Alternative	—	—	—	A	A	A	A	A	—	—	A
														M = "Higher" Maths. O = any other subj. of an approved exam.
10. Pharmaceutical Society	4	3	Invariable	X	—	—	X	X	—	A	—	—	—	—
		1	Alternative	—	—	—	—	—	—	A	A	—	—	—

* There are certain other bodies which demand certificates from candidates, but make no stipulations as to the subjects to be covered by those certificates.
† The requirements of the Royal Colleges of Physicians and Surgeons, the Society of Apothecaries, and the Royal College of Veterinary Surgeons in regard to the subjects of examination are identical with those of the General Medical Council.

SUMMARIES OF EVIDENCE.*

Classification.

The evidence has been arranged under the following heads :—

A.—Members and Officials of Examining Bodies.
B.—Officials of the Board of Education and of Local Education Authorities.
C.—Persons engaged in teaching.
D.—Medical Witnesses.
E.—General.

A classified list of the witnesses is given below, and a list of their names in alphabetical order will be found on page 596.

A.—Members and Officials of Examining Bodies.

(i) *Oxford Local Examinations Delegacy* :— Page
A Letter addressed to the Consultative Committee by the Delegates of Local Examinations, Oxford - - - 362

(ii) *Cambridge Local Examinations Syndicate* :—
Dr. J. N. Keynes, Pembroke College, Cambridge, late Secretary of the Cambridge University Local Examinations and Lectures Syndicate, now Registrary of the University of Cambridge - - - - - - 368

(iii) *Oxford and Cambridge Schools Examination Board* :—
Mr. E. J. Gross, Caius College, Cambridge, and Mr. P. E. Matheson, New College, Oxford, Joint Secretaries of the Oxford and Cambridge Schools Examination Board - 376

(iv) *University of London* :—
Dr. H. A. Miers, Principal of the University of London, and Dr. R. D. Roberts, Registrar of the Board for the Extension of University Teaching - - - - - 383

* It should be pointed out that much of this evidence was given some considerable time before the presentation of this Report, the attendance of witnesses before the Committee having necessarily been spread over a period of many months. It has therefore been thought necessary to state at the head of each summary the date on which the evidence was given as the period which has elapsed since some of the evidence was given has already brought changes.

(v) *Northern Universities' Joint Matriculation Board* :— Page

Sir Alfred W. W. Dale, LL.D., Vice-Chancellor of the University of Liverpool, and Chairman of the Joint Matriculation Board of the Northern Universities - - 392

(vi) *College of Preceptors* :—

Sir Philip Magnus, President of the Council, Mr. H. W. Eve, Dean, and Mr. C. R. Hodgson, Secretary, of the College of Preceptors - - - - - - - - 395

(vii) *Central Welsh Board* :—

Professor Sir Edward Anwyl, Chairman of the Central Welsh Board - - - - - - - - 401

Mrs. Glynne Jones, Member of the Central Welsh Board - 414

(viii) *Civil Service Commission* :—

Mr. J. L. Le B. Hammond, Secretary and Registrar of the Civil Service Commission - - - - - - 420

Mr. D. B. Mair, Senior Examiner of the Civil Service Commission - - - - - - - - - 425

B.—Officials of the Board of Education and of Local Education Authorities.

(i) *Officials of the Board of Education.*

Important Note.—It is to be understood that the opinions of the Board's officials, as here given, are their private views, and must not be taken to represent the opinion or the policy of the Board. Further, the time which has elapsed since the evidence was given causes some of the statements made to be out of date.

The Hon. W. N. Bruce, C.B., Principal Assistant Secretary of the Secondary Schools Branch of the Board of Education - - 429

Mr. W. C. Fletcher, Chief Inspector of Secondary Schools - - 447

Mr. F. H. B. Dale, H.M. Inspector of Public Elementary Schools and Training Colleges; formerly one of the Board of Education's Chief Examiners - - - - - - - - - 453

Mr. J. W. Headlam, H.M. Inspector of Secondary Schools - - 462

Mr. T. W. Phillips, H.M. Inspector of Secondary Schools - - 466

Mr. T. A. Stephens, H.M. Inspector of Secondary Schools - - 470

(ii) *Officials of Local Education Authorities.*

Mr. R. Blair, Education Officer of the London County Council - 474

Mr. A. V. Houghton, late Inspector of Higher Education in the West Riding of Yorkshire - - - - - - - - 482

C.—Persons engaged in Teaching.

(i) *In Secondary Schools for Boys.*

Mr. G. H. Burkhardt, Principal of the Swindon and North Wilts Secondary School and Technical Institution - - - 489

The Reverend A. A. David, late Headmaster of Clifton College; now Headmaster of Rugby - - - - - - - 493

Dr. D. Forsyth, Principal of the Central High School, Leeds - - 496

The Very Reverend T. C. Fry, D.D., late Headmaster of Berkhamsted School; now Dean of Lincoln - - - - - - 502

The Reverend H. B. Gray, D.D., late Headmaster and Warden of Bradfield College - - - - - - - - - 506

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Mr. Cyril Norwood, Headmaster of the Bristol Grammar School - 510
Mr. J. L. Paton, High Master of the Manchester Grammar School; Member of the Consultative Committee - - - - 515
The Right Reverend Monsignor Ward, Principal of St. Edmund's College, Old Hall, Ware - - - - - - 524

(ii) *In Secondary Schools for Girls.*

Mrs. Bryant, Headmistress of the North London Collegiate School for Girls; Member of the Consultative Committee - - - 528
Miss S. A. Burstall, Headmistress of the Manchester High School for Girls - - - - - - - - 532
Miss F. Gadesden, Headmistress of the Blackheath High School for Girls - - - - - - - - 536

(iii) *In Institutions for the Higher Education and Training of Women.*

The late Miss Lydia Manley, Principal of Stockwell Training College; Member of the Consultative Committee - - - - 541
Miss Margaret J. Tuke, Principal of Bedford College for Women, London; Member of the Consultative Committee - - - 546

D.—Medical Witnesses.

Miss Julia Cock, M.D., Consulting Physician, New Hospital for Women; Dean and Joint Lecturer on Medicine, London (Royal Free Hospital) School of Medicine for Women; Medical Inspector, North London Collegiate School and Camden School for Girls - 548
Mrs. Scharlieb, M.D., M.S., Consultant, Royal Free Hospital; Lecturer to London School of Medicine for Women; Governor of St. Mary's College, Paddington - - - - - 551

E.—General.

Sir William S. M'Cormick, M.A., LL.D., Secretary to the Carnegie Trust for the Universities of Scotland; Member of the Royal Commission on University Education in London - - - 555
Dr. Norman Moore, M.D., F.R.C.P., Member of the General Medical Council; Member of the Consultative Committee - - - 561
Major-General Sir Archibald J. Murray, K.C.B., C.V.O., D.S.O., Director of Military Training - - - - - 570
Sir John Struthers, K.C.B., Permanent Secretary of the Scotch Education Department - - - - - - 575

A.—MEMBERS AND OFFICIALS OF EXAMINING BODIES.

(i) Oxford Local Examinations Delegacy.

A LETTER addressed to the Consultative Committee by the Delegates of Local Examinations, Oxford.

(*Note.*—Verbal evidence was not given before the Committee by a representative of the Oxford Local Examination Delegacy; but the Delegates were good enough to furnish the Committee in this letter with information as to their Examinations, and have given their consent to the inclusion of the letter in this Report.)

Local Examination Offices,
Merton Street,
Oxford,
January 25, 1910.

SIR,

I AM directed by the Delegates of Local Examinations, Oxford, to forward to you for submission to the Consultative Committee the following statement with regard to the points indicated in the memorandum which accompanied your letter of January 12, 1910, and to request you to express to the Committee the willingness of the Delegacy to place at the disposal of the Committee the results of the Delegacy's experience in any way which may be thought useful.

1. The first Examination was held in the week beginning June 21, 1858.

The circumstances under which the Universities of Oxford and Cambridge were induced to initiate the system of Local Examinations are set forth in a book which was published early in 1858 under the title "Some Account of the Origin and "Objects of the new Oxford Examinations for the title of "Associate of Arts and Certificates for the year 1858," by T. D. Acland, Esq. (the late Sir Thomas Dyke Acland), for many years a Delegate of Local Examinations, from which the following extract is taken (pp. viii., ix.):—

> "On the 18th June last, the University of Oxford passed a Statute establishing two Examinations for 'those who are not members of the University,' one for youths 'under 18,' another for boys 'under 15.'
>
> "The Convocation created a Delegacy (or Commission), with legislative and executive powers, for the special purposes defined by the Statute: these powers are to expire in three years, and Convocation must then legislate again.*
>
> "In the meantime it has devolved on the Delegacy to frame a scheme of Examination, to appoint Examiners, to fix the scale of fees, and to arrange all other details.
>
> "The Examination will be held at various Centres at the same time: the places to be fixed by the Delegates as they may deem expedient. They will require the formation of a proper Committee, which will

* The powers of the Delegacy were made permanent in 1861.

undertake to conduct the local details, and to provide for all expenses incident to a Local Examination.

"The Examinations are open to all persons, of whatever social rank or religious denomination: age and non-matriculation are the only limits.

"Candidates, whose parents do not formally object, will be examined in the rudiments of faith and religion. Those whose parents do object will simply omit this part of the Examination, and there will be no substitute for it.

"All must satisfy the Examiners that they have mastered the elements of a plain English education, after which they are allowed a wide latitude in the selection of subjects of study.

"Boys under 15, who succeed in the lower Examination, will obtain a certificate. Youths under 18, who pass the higher, will receive the title of Associate in Arts. They will be arranged in divisions, partly in order of merit, partly in alphabetical order.

* * * * *

"As is apparent from the letters of the two Vice-Chancellors, the subject was brought before both Universities nearly at the same time."

The Delegates have continued to act on the same principles as those which were formulated at the outset, with such modifications as have been suggested by experience. Application from a Local Committee must still precede the appointment of a Local Centre, the initiative thus resting with the locality. Entries for the Local Examinations are made through the Secretaries of the Local Committees and not directly to the Delegacy through the Heads of the Schools, but the Local Examinations were founded with the avowed purpose of improving education in such Schools, and the Delegates have from the first been in full communication with the Schools which habitually send in their pupils for the Examinations. The developments of the original system which have taken place have all been of a nature to render closer the connection between the Delegacy and the Schools.

The Delegates have from time to time obtained powers—

(1) To admit girls to the Examination. (This was first done in 1870.)

(2) To raise the age for honours by one year, *i.e.*, to 19 for Senior Candidates, 16 for Juniors.

(3) To remove all limitations of age for either Examination, subject to the condition that honours could not be gained by Candidates above the prescribed ages.

(This extension has proved of great value. Whole classes can now be entered for examination without distinction of age, and the Schools avail themselves of this privilege to an increasing extent.)

(4) To conduct at Schools a special "School" Examination, of which an account is given below.

(5) To institute a lower Examination (called the Preliminary Examination) in which honours are

confined to Candidates under 14 years of age. This Examination, which was held for the first time in 1895, was intended to meet the needs—

(i) of Schools whose higher Forms were already examined as Candidates for the Senior or Junior Local Examination and where it was wished that the lower Forms should be tested by external Examiners:

(ii) of Schools in which, by reason of the pupils leaving early, the existing Examinations are of somewhat too high a standard for the majority of the pupils.

(The Delegates have reason to believe that a useful purpose has been served by this Examination, especially in connection with the system of Combined School and Local Examinations, to which reference will be made later.)

The Examinations conducted by the Delegacy are thus framed to test the work of all but the lowest Forms in the bulk of Secondary Schools. The Certificates given to successful Candidates are accepted by various professional bodies as exempting from the whole or part of their entrance Examinations. These tend naturally to be twofold in their character: (1) to test general education, and (2) to ascertain whether Candidates for entrance into the various professions have adequate proficiency in studies directly useful for these professions. The standard required under the first head is not the same in all professions, but the Examinations conducted by the Delegacy are sufficiently elastic to meet any requirements of this kind. Under the second head the requirements necessarily vary, but the Delegacy is able to supply a sufficient test for most of them by including a great variety of subjects in its Examinations. The Certificate issued by the Delegates to a successful Candidate shows the subject in which he (or she) has passed. Professional bodies are accordingly able to see that their requirements are met.

Scholarships and prizes are also awarded by means of the Local Examinations. A list of those advertised by the authority of the awarding bodies is given on pages 22, 23 of the published Regulations. Others are offered and bestowed privately. The Delegates are frequently consulted by the Heads of Schools with respect to an offer of a Scholarship to a deserving Candidate.

In the Schedule A. appended to this letter is given for each year since 1858 the number of Candidates entered for each grade of Examination. For reasons given above the Delegates have no record of the Schools from which Candidates at the various Local Centres are entered.

Apart from the Examinations, on the result of which Certificates are awarded, the Delegates have since 1877 made arrangements for the special Examination of individual Schools.

In view of what follows, it is desirable to distinguish here between a "Local Examination" (*i.e.*, for Certificates) and a "School Examination" (*i.e.*, not for Certificates).

The invigilation at a Local Examination is performed by persons appointed and paid by the Delegates; that at a School Examination by the authorities of the School.

The Examination of a School may be conducted partly on paper and partly *vivâ voce*. The written Examination of a School may include Papers of one or more of three kinds, viz.:—

(*a*) Examination Papers actually set (simultaneously) in the Local Examination, and therefore on the range of work prescribed for the Local Examination;

(*b*) Examination Papers prepared by the Delegates' Examiners in accordance with a detailed schedule supplied by the School;

(*c*) Examination Papers set at the School, and submitted for criticism to Examiners appointed by the Delegates.

If a School Examination includes (*a*), a Local Centre must be formed, and the Examination of those pupils who are also Candidates for Certificates must be conducted under the superintendence of an invigilator (appointed and paid by the Delegates). By means of this system of a Combined School and Local Examination the following results are attained, viz.: a pupil who takes part in a School Examination can obtain a Certificate without undergoing a second Examination; Examination Papers can be supplied much more cheaply than if each had to be set on a special syllabus for a given School; uniformity of standard is secured.

The number of Schools examined in this manner by the Delegates in the year 1909 was 98; the number of Examination Papers of the kind (*b*) used in these School Examinations was about 850. The number of (*c*) Papers dealt with has been small, never exceeding 100 in any year.

The answers to Examination Papers may be marked and reported upon by the Delegates' Examiners, or—with the exception of the answers to (*a*) Papers—may be marked at the School, and reported upon in general terms by the Delegates' Examiners.

The Delegates usually find that the authorities of Schools desire to have some *vivâ voce* Examination at least, and they are of opinion that this is a valuable test of the general condition of a School, especially of the lowest Forms, but of little use for discriminating between individuals.

2. In the appointment of Examiners the Delegates have always deemed it a matter of importance to secure the services of graduates who have had experience of School teaching, and not merely of the training of undergraduates. On the staff of Examiners are many retired schoolmasters and other persons well acquainted with the needs and capabilities of Secondary Schools.

In the selection of the subjects for Examination, the Delegates have attempted to indicate the directions in which the curriculum of Schools may be developed with advantage and have always given careful consideration to any representations made to them by persons of experience in education. They have introduced fresh subjects whenever the interests of education made it seem desirable, and continue to examine in them although very few Candidates may avail themselves of the opportunity of offering them. Some modern languages and some branches of mathematics are, *e.g.*, taken by a very small percentage. In the Schedule B. appended to this letter are given the numbers of different Examination Papers set in the Local Examinations (as distinct from any "School Examination") in the years 1879, 1894, 1909. The increase is due to the widening of the range of the Examinations, as well as to the greater choice of alternatives provided in many subjects.

In 1891 an Examination in so-called commercial subjects was initiated experimentally. The Papers, for instance, in modern languages were set to test knowledge of the kind likely to be useful in commercial correspondence, and were worked simultaneously with the ordinary Papers in the same subjects. Experience revealed the fact that Schools were not providing the necessary instruction in any of these subjects except Bookkeeping, and the Delegates thought it useless to continue such an Examination, but they retained Bookkeeping in the list of subjects for the Local Examination. A marked improvement in the Candidates' exercises in this subject has been observed.

Three ways in which a teacher may take part in an Examination have been suggested :—

(*a*) He may prescribe the subjects of Examination.
(*b*) He may set the Question Papers.
(*c*) He may look over and mark the answers.

In the Local Examinations proper the teacher takes no part in any of these, beyond selecting from the alternatives offered in the Regulations, but—

(*a*) It is open to the authorities of a School (or of a group of Schools) to submit an alternative to any subject prescribed in the Regulations of the Delegacy; if the alternative is approved by the Delegates as suitable and sufficient, a Paper on it is prepared under their authority and set at the same hour as that for which it is substituted, and reckoned as equivalent to it for the purposes of the Certificate.

(*b*) and (*c*) Particulars have already been given of the part which School teachers may and do take in the examination of their pupils who are not Candidates for Certificates.

3. The question "To what extent can the Papers be adjusted to varying curricula in different Schools?" has been already answered implicitly.

In a School Examination the syllabuses are framed by the School authorities.

In the Local Examination the Regulations of the Delegacy include a large number of alternative subjects, and it is open to the authorities of a School (or of a group of Schools) to substitute other subjects under conditions set forth on p. 23 of the accompanying Regulations.

4. The number of Schools inspected during each of the years 1905-9 by Inspectors appointed by the Delegates was as follows:—

1905	15
1906	5
1907	4
1908	3
1909	6

A copy of the Regulations (No. 179) is enclosed. The fact that the Delegates make a charge for conducting an Inspection is probably the cause of the slow development of this department of their work.

I am, Sir,
Your obedient Servant,
H. T. GERRANS,
Secretary to the Delegates.

The Secretary
of the Consultative Committee,
Board of Education.

SCHEDULE A.

SHOWING THE TOTAL NUMBER OF CANDIDATES ENTERED FOR THE OXFORD LOCAL EXAMINATIONS SINCE 1858.

Year.	Senior.	Junior.	Year.	Senior.	Junior.
1858	431	816	1877	640	1,703
1859	320	618	1878	677	1,713
1860	300	589	1879	767	1,437
1861	319	647	1880	684	1,473
1862	296	754	1881	777	1,628
1863	276	793	1882	720	1,452
1864	296	780	1883	663	1,220
1865	306	941	1884	657	1,369
1866	319	909	1885	888	1,470
1867	356	1,042	1886	928	1,556
1868	411	1,143	1887	840	1,824
1869	438	1,199	1888	841	2,130
1870	479	1,173	1889	847	1,980
1871	498	1,226	1890	987	2,226
1872	482	1,103	1891	1,019	2,392
1873	483	1,129	1892	1,109	2,455
1874	478	1,456	1893	1,231	2,634
1875	519	1,353	1894	1,387	2,961
1876	626	1,518			

Year.	Senior.	Junior.	Preliminary.
1895	1,438	3,300	1,416
1896	1,602	3,732	2,195
1897	1,763	4,203	2,720
1898	1,829	4,275	3,155
1899	1,943	4,491	3,194
1900	2,003	4,583	3,418
1901	2,030	4,897	3,572
1902	2,128	5,428	3,758
1903	2,757	6,059	4,024
1904	3,293	6,838	4,256
1905	3,726	7,111	3,670
1906	4,763	7,775	3,622
1907	6,526	8,490	3,870
1908	9,577	8,467	3,616
1909	11,372	8,889	3,438

SCHEDULE B.

SHOWING THE TOTAL NUMBER OF EXAMINATION PAPERS SET IN THE EXAMINATIONS IN JULY 1879, 1894, 1909, RESPECTIVELY.

Year.	No. of Examination Papers set.
1879	57
1894	71
1909	218

(ii) Cambridge Local Examinations Syndicate.

Dr. J. N. KEYNES, Pembroke College, Cambridge, late Secretary of the Cambridge University Local Examinations and Lectures Syndicate, now Registrary of the University of Cambridge.

(*Evidence given January 27th*, 1910.)

HISTORY AND GROWTH OF THE SYNDICATE'S EXAMINATIONS.

Witness stated that the Syndicate for Local Examinations was established by the Senate in February 1858, and that the first examinations were held in December 1858 at eight Centres. At first only the Senior and Junior Examinations were instituted. The Higher Local was established in 1869, and the Preliminary Local in 1895. At the first examinations in 1858 there were 76 Senior boys and 311 Junior boys. Girls were not admitted till 1865, and then only as a temporary experiment. Even

when they were allowed to enter for the examination, it was held desirable not to publish their names, and for some years the girls were only known under index numbers. For statistics showing the growth of the examinations, the witness referred to a table which is printed as an addendum to this evidence.

The Senior, Junior, and Preliminary Examinations were held, until 1907, in December only. But for some years previously a good deal of pressure had been brought to bear on the Syndicate to hold the examinations in July, because the schools for various reasons found that they must end the school year in that month, and it was inconvenient to take the examinations except at the end of the school year.

To meet this difficulty, the examinations were now held twice a year, in July and in December. The Oxford Locals were held in March and July.

The Preliminary Local was established in answer to a demand from the schools. It was regarded as acting as a stimulus for younger children, and as helping the heads of schools to see how the work was going on in the lower Forms. The questions were simple, and the experience of the witness did not lead him to the conclusion that the examination involved any pressure on the bulk of the candidates. There appeared to be more danger of strain and excitement on the part of the older pupils, who were candidates for the more advanced examinations, especially in cases where they were taking an external examination for the first time.

The Higher Local, which was held in June and December, was practically not taken by boys at all. It was originally intended for girls after they had left school, but was now taken to a considerable extent by the higher Forms of girls' schools. It was of a much higher character than the Senior Local, being rather of the nature of a University Intermediate Examination or even, in some subjects, of a Final Examination for a Degree. It was more advanced than the Higher Certificate of the Oxford and Cambridge Schools Examination Board, except in Classics, a subject to which less time was given in most girls' schools than in the great Public Schools for boys, for which the Schools Examination Board's examination was primarily intended. The Higher Local was used by girls as an avenue to the University, and it had this advantage, from their point of view, that it could be taken piecemeal and that no Greek was required; whereas girls who took the Senior Local, as an entrance to the University, had to take Greek. Girls who took the Senior Local for this purpose frequently obtained exemption from Mathematics, English, and French by means of the Senior Local, and then took the classical part of the Previous Examination itself. Boys, of course, used the Senior Local widely as a method of exemption from University Entrance Examinations.

The Local Examinations were held at Local Centres, which might or might not be schools. Even when held in the

premises of a school, or confined to the pupils of one school, they were distinct from, though they might be combined with, the School Examinations held by the Syndicate.

In addition to Local Examination Certificates, the Syndicate also awarded Senior and Junior School Certificates and Army Leaving Certificates. The scheme for all these certificates first came into operation in the year 1905. Candidates for Senior and Junior School Certificates took, for the most part, the same examination papers as candidates for the Senior and Junior Locals; but the requirements were more onerous in respect of the subjects exacted, and students were eligible for the certificates only if they had attended one or more schools accepted for the purpose of School Certificates for at least two (or, in the case of Seniors, three) years continuously up to the time of the examination. In order to be accepted, a school had to be inspected and approved by the Syndicate or by some body approved by them. Candidates for Army Leaving Certificates took the same papers as candidates for Senior School Certificates, but they had to select the subjects prescribed by the Army Council, and the standard, approved by the Army Council, which they had to reach in the various subjects might be lower than that required in the Local Examinations. In addition, they required a certificate of three years' continuous training, with satisfactory conduct, in schools approved for the purpose. The Army Leaving Certificate Examination was intended to be one of the main avenues to the Army; but as a matter of fact many candidates took the Army Qualifying Examination instead, as it was easier.

In addition to the Senior and Junior School Certificate Examinations, which were only held in inspected and approved schools, the Syndicate were also prepared to examine Secondary Schools, and to furnish the Governors with a report on the general efficiency of the school. The Syndicate began this work in 1862. No certificates were given on the result of these School Examinations.

PARTICIPATION OF TEACHERS IN THE SYNDICATE'S EXAMINATIONS.

Witness stated that teachers took no part in the Local Examinations. The Syndicate, however, came into contact with teachers in various ways. There was always a considerable number of former headmasters on the list of examiners, and at the present time there was also on the Syndicate an ex-headmaster who had been accustomed to send in his pupils for the Syndicate's examinations. The Secretaries were, moreover, constantly receiving from the heads of schools informal suggestions and representations with regard to the examinations. These were always carefully considered, and were frequently brought before the Syndicate or a Standing Committee of the

Syndicate. In addition, the Syndicate from time to time invited the opinions of representative headmasters and headmistresses on subjects which they had under consideration.

In the case of School Examinations the Syndicate allowed the school staff to mark the written answers, or a portion of them, and their marks were subsequently submitted to the Syndicate's examiners for inspection.

The Adjustment of the Local Examinations to the School Curricula.

Witness stated that the examinations were adjusted to the needs of the schools in two ways: firstly, by giving them a considerable choice of subjects, and, secondly, by allowing them considerable freedom in each subject chosen.

As regards freedom in selecting subjects, the only compulsory subjects in the Junior and Senior Locals were, Dictation (for Juniors only), Arithmetic, and either English or a Foreign Language. Beyond these subjects, there was complete freedom of choice.

As to freedom within each subject, the schools had great latitude. In the first place, alternative questions were set in many papers, so as to give freedom to the teaching. Then, in languages, all candidates could take unprepared translation instead of the set books, or, if the schools preferred, they could apply for the recognition of different set books from those prescribed. Again, in some subjects such as Geography, History, and Experimental Science, the school could apply for the recognition of a different syllabus altogether, and have a special examination paper set on it. The Syndicate were willing to extend the same arrangement to any subject, under the condition that the alternative proposed in lieu of that prescribed should be, in their opinion, suitable and of equivalent length and difficulty. This would, of course, involve extra expense to the school. On the whole the schools had not made much use of their option as regards special set books or special syllabuses. This was probably due not so much to the question of cost (though no doubt the cost of special papers throughout would be prohibitive), as to the fact that the schools found that the set books and syllabuses prescribed by the Syndicate did not cause any interference with the curriculum which they would naturally adopt. It was worth noting that in French and German the large majority of the candidates (especially the Seniors) took the unseen translation in preference to the set books, so much so that the Syndicate would probably give up having set books in these languages. It was already the case that in the Preliminary Examination there were no set books in French or German. The Syndicate attached great importance, however, to set books in Latin and Greek, and though they allowed candidates the alternative of unprepared translation, they would retain the set books in their regulations.

In order to make the examinations harmonise with modern methods of teaching, a practical examination was compulsory on all candidates for a pass in the Chemistry section. There was no extra fee for this. There was also a compulsory practical examination (for which no extra fee was charged) in Junior Experimental Science; and, in the examinations in Botany, specimens were sent to the various centres for dissection and description. In the Junior and Senior Local Examinations, there was no practical examination in Physics, but the questions were principally such as to test the candidates' knowledge of the subject as gained from a course of experimental instruction. For School Certificates there was a compulsory practical examination in Physics; and in the Higher Local there were optional laboratory examinations in all Science subjects. An oral examination in French and German was instituted in 1902, but this was not compulsory, and an extra fee of 2*s.* 6*d.* was charged for each candidate for *vivâ voce* examination. In 1909 the percentage of Junior candidates in French taking the oral examination was 15·3, and of Senior candidates 15·1. In German the percentages were 10 and 13·9. It might be added that the percentages of Junior and Senior candidates taking the written examination in French were, respectively, 91·2 and 74·5; and taking German, 9·6 and 6·6. In these calculations candidates examined at Colonial centres had been omitted.

School Inspection and Examination.

The examination and inspection of schools was started in 1862, and inspection as distinct from examination in 1882. There were separate regulations for examination and inspection, but it was not easy to draw a hard-and-fast line between them. When the Syndicate undertook to examine a school, their work included a visit to the school by an examiner or examiners for the purpose of inspecting the buildings and apparatus, and observing the school organisation and discipline, conducting an oral examination in certain subjects, and hearing lessons given by the school staff. So that examination really included a good deal of inspection. The Syndicate examined or inspected 82 schools in 1908. The number had fallen off in the last decade, in consequence, naturally, of the inspection undertaken by the Board of Education. The School Examination might be combined with the Locals. The highest Form of a school, for instance, might take the Senior, and the next highest the Junior, Local papers, the middle Forms might have a special School Examination, and the lower Forms might be inspected orally. The examiners would have the whole of the results before them, and would then write their report on the school for the Governors. No certificates were issued to pupils in respect of a School Examination held independently of the Locals, nor did the examination secure any privileges for them in the way of

exemptions from other examinations. Usually two reports were sent, one for publication, with the proviso that, if published, it must be published in full, while the other, not drawn up with a view to publication, went more into details and was specially intended for the guidance of the head of the school.

Witness informed the Committee that the County Council of Norfolk had for some time past arranged that all the Secondary Schools which it aided should be examined by examiners appointed by the Syndicate. In those cases a report was sent both to the County Council and to the school.

The Syndicate had never undertaken any large amount of inspection without examination. The best arrangement seemed to be for the Universities to examine, and for the Board of Education to inspect; but, if that were done, there should be close co-operation between the two. It was essential, for instance, that the inspectors should know exactly what examinations were being taken in the school, and should acquaint themselves with the character and working of such examinations. They might then do a great deal to ensure that the schools made the best use of the examinations. They should also have access to all reports issued by the Universities. The Syndicate's detailed reports gave a good deal of information about the work of each candidate in the Local Examinations in each subject of examination, and these reports should be open to the inspectors to see. Without such information an inspector might easily be misled as to the value of the work which a school was doing. On their side, the Syndicate would be glad to receive suggestions from the inspectors and to enter into co-operation with them.

Methods for securing uniformity in Examinations.

Uniformity in marking examination papers was secured to a large extent by arranging that as a rule the answers to any one question should be marked by one or, at most, two examiners. Where it was necessary to increase the number, an interchange of marked papers from time to time between the examiners during the course of their work prevented any serious divergence of standard.

That, of course, referred to the answers at one and the same examination. As regarded uniformity from year to year, the Syndicate occasionally resolved upon changes of standard, but in such cases they always arranged that the change should be introduced gradually. The general standard had certainly risen in the last 20 years. Every care also was taken to secure that in setting examination papers, the proper standard of difficulty should be preserved. But the standard of knowledge amongst candidates might vary from year to year, and, within certain limits, there might be more rejections of candidates one year

than another, even though the standard of the examination was the same. As regarded the relation of the Syndicate's examinations to those of other bodies, the witness thought that the fact that there were various examining bodies had not prevented the standard in their examinations from rising. In the case of the Higher Grade Schools Oxford and Cambridge had a joint Schools Examination Board, but no proposals had been made for co-operation of the two Universities in working the ordinary Locals. The Oxford Locals and the Cambridge Locals differed in some respects (the latter, for instance, had compulsory subjects, namely, Dictation, Arithmetic, and either English or a Foreign Language, while Oxford had none, with the exception of Dictation), and it was possible that the former were more suited to some schools and the latter to others. There were not many places where both Universities held an examination. At the same time, it was probably a matter of convenience for the Universities to divide the work, as if it were not so divided it might become unmanageably large, and in consequence of the control being exercised from two different centres the arrangements might have to be very complicated. The case of the Oxford and Cambridge Schools Examination Board was rather different, as that Board dealt with a much smaller number of schools and only those which sent large numbers of pupils to the two Universities.

Finance.

The accounts of the Syndicate, which were published annually, showed a profit, which in the last year or two, in consequence of the increased number of candidates, had been larger than in previous years. Leaving out, however, the income derived from past investments, the profit still amounted to less than eighteen pence a head on each candidate examined in the Local Examinations. The Syndicate had been able to hand over certain sums—not a very large amount—to the general purposes of the University, and they also helped regularly to finance the University Extension movement. Up to the end of the last financial year, the actual sum handed over to the University in the 50 years during which the Local Examinations had been in operation had been less than 4,000*l*. The residue of the profits was retained by the Syndicate as a Reserve Fund. In addition to managing the Local Examinations and Local Lectures the Syndicate performed certain other functions, and the scale on which their work was now carried on was very large. For various reasons it was necessary to provide a considerable reserve. The permanent staff of the Syndicate consisted of three secretaries and eleven clerks, and during the busy times the services of a number of additional assistants were required. Until the last year or two the Syndicate had made no provision for pensioning this large staff, and for

prudential reasons they might find it necessary before long largely to increase the provision they were at present making.

ADDENDUM.

TABLE showing the increase in the numbers of candidates who have entered for the Preliminary, Junior, and Senior Locals in various years since 1858 :—

——	Preliminary (Boys).	Preliminary (Girls).	Junior (Boys).	Junior (Girls).	Senior (Boys).	Senior (Girls).	Total.
1858 -	—	—	311	—	76	—	387
1868 -	—	—	1,164	241	218	160	1,783
1878 -	—	—	3,329	1,483	626	997	6,435
1888 -	—	—	5,224	2,660	646	1,498	10,028
1898 -	3,173	2,083	5,516	2,954	801	1,414	15,941
1904 -	3,396	2,227	5,491	3,096	1,309	1,891	17,410
1905 -	2,997	2,018	5,411	3,254	1,603	1,788	17,071
1906 -	2,589	1,899	4,672	3,034	1,722	2,016	15,932
1907 -	2,814	1,959	5,334	3,381	2,463	2,962	18,913
1908 -	2,758	1,920	5,691	3,976	3,260	4,103	21,708
1909 -	2,855	1,903	6,121	3,829	3,534	4,497	22,739

TABLE showing the numbers of candidates for the Higher Local Examination :—

Year.	No. of Candidates (Girls).
1879 - - - - -	741
1889 - - - - -	1,113
1899 - - - - -	1,065
1909 - - - - -	1,030

(iii) Oxford and Cambridge Schools Examination Board.

Mr. E. J. GROSS, Caius College, Cambridge, and Mr. P. E. MATHESON, New College, Oxford, Joint Secretaries of the Oxford and Cambridge Schools Examination Board.*

(*Evidence given January 27th*, 1910.)

THE ORIGIN AND GROWTH OF THE BOARD'S EXAMINATIONS.

The witnesses stated that the Schools Examination Board conducted three different certificate examinations—the Higher Certificate, the School Certificate, and the Lower Certificate Examination. The earliest of these was the Higher Certificate Examination, which was started in 1874 as a Sixth Form Examination for pupils of 18 years of age or over. To begin with, it was only taken by boys, but girls began to take it in 1879. The next examination in point of time was the Lower Certificate Examination, started in 1884, for boys leaving school at 16. Last of all came the School Certificate Examination, started in 1905, for pupils of 17. This had only been taken by boys, at least under conditions which would secure a certificate. It differed from the Higher and Lower Certificate Examinations in that it was only open for the purpose of obtaining a Certificate to pupils who had attended for three years at a school which was inspected and approved either by the Schools Examination Board or by the Board of Education.† The examination can be taken by other candidates for the purpose of exemption from Responsions and the Previous Examination.

The three examinations were suited to different schools, but they might, of course, all be taken in one and the same school. Thus the Sixth Form might take the Higher, and the class below might take the School Certificate. The reason why girls' schools had not taken the School Certificate was that they seemed to think they would give parents the impression that school education ceased at 17. On the whole, the Higher Certificate suited them better, for two reasons. In the first place, they were allowed to take the examination in two parts, and, secondly, the examination included both Pass and Honours papers. For girls' schools which specialised in English and History, this arrangement was more convenient. The bulk of the great Public Schools took the Higher Certificate, and some took the School Certificate, as it was accepted as a qualifying examination by the Army Council and also it exempted from the first examinations at Oxford and Cambridge. There was a movement at Oxford to try to get Responsions into line with the School Certificate

* Certain information supplied to the Committee in writing by the Secretaries of the Schools Examination Board is included, with their consent, in this summary of their verbal evidence.

† Figures showing the growth in numbers of the schools and scholars taking these three examinations were supplied by the witnesses and are printed as an addendum at the end of their evidence.

and to construct a regular entrance examination for the University on the lines of this examination. Suggestions had been made for accepting certain forms of the Higher Certificate or of the School Certificate as an equivalent for Pass Moderations, but these had not taken a practical form. The Lower Certificate would usually be taken in Lower Fifth Forms by candidates about 16 years old. Schools which took the Lower Certificate almost always took the Higher as well, though many schools took the Higher without the Lower.

The three examinations were all of them examinations on which certificates were, or could be, awarded. But they were also utilised as general School Examinations, that is to say, the papers set for certificate candidates might also be used by a whole Form in which there might be pupils not competing for certificates. Such a School Examination might include as many or as few subjects as the school authorities chose. A general report would subsequently be drawn up for the Governors of the school. The report would be a report on the School Examinations, but would take account of the certificate results gained on the same papers by certificate candidates.

As regards the general type of schools for whom the examinations were intended, they were the older Public Schools and some of the big day schools, such as Bedford, Bradford, Manchester, Sheffield, and the City of London School. No attempt had been made to amalgamate the work of the Schools Examination Board with that of the Oxford and Cambridge Local Examinations. The latter had been started originally to provide a stimulus to what were then called Middle Class Schools. When, later on, the older Public Schools wanted some form of examination and inspection by the Universities, it was thought better that Oxford and Cambridge should act as a joint examining body in relation to the schools which sent large numbers of their pupils to the two Universities. There was no notion of rivalry between the joint Schools Examination Board and the separate Local examining bodies of Oxford and Cambridge. The number of candidates dealt with by the former was much smaller, and this probably enabled the Secretaries to have a closer knowledge of the schools they examined than would be possible if the number was greatly increased.

Participation by Teachers in the Board's Examinations.

In examinations for certificates, the Schools Examination Board had always acted on the principle that the examinations must be conducted by examiners of the Board not actively employed in school teaching. The teachers had no part whatever in such examinations, except in supervision. In School Examinations, however, the Board had been prepared to accept the assistance of the school staff for those portions of the examinations which were not used for obtaining certificates.

Thus, in some schools, the examination papers had been composed by the school staff and the answers examined and reported on by the examiners of the Board. In other schools the papers had been composed by the examiners of the Board and the answers examined, in the first instance, by the school staff and then inspected and reported on by the examiners of the Board.

Adjustment of Examination Papers to School Curricula.

In the case of examinations which were purely School Examinations, the Board asked the school to prepare a programme of the examination required, in which information was given as to the books used by the teacher, &c. The papers were then composed (sometimes by the school teachers themselves) in accordance with the programme, and when composed were revised by a committee of two revisers in each subject.

In the case of examinations for certificates, the papers were composed by the examiners of the Board on the syllabuses prescribed in their Regulations. But any school could have alternative papers composed on the basis of its own curriculum, provided that the alternative proposed was considered a sufficient test of the attainments of the candidates in the subject in question. This, of course, cost the school more than the normal plan. In practice, schools did not as a rule submit completely different syllabuses; they contented themselves, for instance, with alternative set books and periods of history. In Science, however, whole alternative syllabuses had been offered.

It was further to be borne in mind that the Board was always in communication with the schools with regard to the examinations and inspections conducted by it, and that in this way many suggestions were made and acted upon. No important change was made in the examinations of the Board until the headmasters and headmistresses had been consulted, and from time to time conferences were held between representatives of the Board and representatives of the teachers for the discussion of matters connected with the examinations. Representatives of the Board had recently held a conference with representatives of the Headmasters' Conference, and the Board had expressed to the Headmistresses' Association its willingness to confer with representatives of the Association on matters of importance. This was the normal attitude of the Board towards teachers of the schools with which it was concerned.

As a matter of fact, no important change had been made in recent years, except that the Science syllabus had been completely overhauled and more weight had been given to oral work and oral methods in French and German. The changes in Science were made after a long conference, not only with the headmasters, but with the Science masters too.

Inspection of Schools.

The Board, from its institution, was intended to include inspection in its work, but inspections were not, as a matter of fact, conducted by the Board in its earlier years. The Board now conducted some inspections each year. Of these—

(i) Some were inspections of a whole school in all subjects of teaching.

(ii) Some were inspections of a school in one or more particular subjects.

Some schools came in for inspection yearly, and in this case the inspection dealt from year to year with some particular group of subjects and its relation to the general curriculum. Schools inspected only once in four or five years were inspected in all subjects.

The general scope of the inspection was as follows:—

It was the duty of the inspector—

(1) To acquaint himself with the circumstances and aims of the school, and to consider its arrangements in relation to these, especially in regard to the curriculum, the grading and size of classes, and the distribution of subjects in the time-table.

(2) To inspect the school buildings and apparatus of all kinds, including boarding houses, playground, laboratories, workshops, gymnasiums, &c.

(3) To inspect the actual working of the school. For this purpose he will hear lessons given by the staff, and inspect classes. His report will bear upon the general tone and discipline of the classes, as well as the teaching.

The reports of the inspectors, as also the reports of school examiners, were sent to the Examinations Board and transmitted by them to the Governing Body of the school through the headmaster. The reports were only for the use of the authorities of the school and were not for publication. Generally speaking, the inspection corresponded to the inspection of the Board of Education; but it would not be so prolonged or so continuous because of the expense. There was a good deal of confidential talk between the inspectors and the headmasters, and that formed a very valuable part of the work. The inspectors were generally, but not always, men who had been teachers in Secondary Schools.

Inspection was not a necessary condition for the granting of certificates, except for the School Certificate. In that case the Examinations Board accepted inspection by the Board of Education in lieu of its own. The Examinations Board would not think of asking to inspect a school that had recently been inspected by the Board of Education, unless the school specially

asked for it. They would usually ask for the Board of Education's report instead. In normal cases, where no inspection had taken place for five years, they would tell the school that it ought to be inspected again either by the Examinations Board or by the Board of Education In the case of some boys' schools the pressure was exerted by the Army Council, who demanded inspection every fifth year.*

Uniformity of Standard in Examinations.

The methods adopted to maintain uniformity of standard were as follows:—

(1) The papers in each subject when composed and printed were submitted, with information as to the age and standard of the classes or candidates for which they were to be used, to a committee of two revisers appointed specially to revise papers in that subject. The revisers met and criticised the papers, and their joint criticisms were then sent to the composers, who embodied them in the papers. The revisers were appointed for some years, and were thus able to maintain continuity in the standard and character of the papers.

Besides these revisers for all papers, the composers of certificate papers exchanged papers and conferred with one another before the papers went to the revisers.

(2) In the Certificate Examinations the answers of candidates were first examined and marked by examiners appointed for the purpose; secondly, they were brought together at Oxford or Cambridge and the answers submitted, with the marks, to committees of awarding examiners.

In the School Certificate and the Lower Certificate Examinations, these awarders were generally the same as the examiners who had already looked over the answers. Only at a few schools were the answers marked in the first instance by school examiners who might not be awarders. These awarding committees varied in number from two to six. Each committee had before it—

(*a*) the answers in each subject, and the marks given to each set of answers;

(*b*) a record of the numerical standard adopted in the last award.

They then went through the answers school by school, and made their award, in all doubtful cases looking at the actual work of the candidates. In some subjects a definite numerical standard was adopted, which might be varied slightly from year

* The witnesses supplied some statistics as to the number of schools inspected by the Examination Board. These are given in the addendum to their evidence.

to year; in others—Higher Certificate Classics and History—the awarders did not fix a numerical standard, but made their award with regard to the actual work and the personal equation of the examiners.

The awarders acted for four years at a time, and care was taken in their appointment to maintain continuity, so that no violent variation of standard could take place. If a paper turned out to be harder or easier in the working than was expected, account was taken of this in making the award. It would be seen from this that in no case was the award made on the opinion of one examiner, and that the marks of individual examiners were subject to correction either from consultation with a colleague in the School Certificate and Lower Certificate Examinations, or from an independent awarding committee in the Higher Certificate Examinations. In the School Certificate Examination there was also a small committee which made the final award after considering the awards made by the awarders in each subject. This final committee dealt with doubtful cases of candidates who were "on the line" in one subject, while passing in all the others. The general system was to allow as free a hand as possible to the awarding committee in each subject, who, in all cases, worked not by a mechanical numerical standard but by an inspection of the actual work done.

As regards the standard of the examinations as a whole from year to year, the tendency over the last 20 years had probably been to raise the standard. The Board had occasionally given definite instructions to the examiners gradually to raise it. In a subject like French this had certainly been the case. In other subjects the standard had been found too high and had been slightly reduced. But any change of this kind was very gradual.

ADDENDUM.

STATISTICS as to the Examinations and Inspections of the Oxford and Cambridge Schools Examination Board:—

I. *Statistics as to Examinations.*

Higher Certificates.

Year.	Number of Schools.		Number of Candidates.	
	Boys.	Girls.	Boys.	Girls.
1874 - - -	25	—	700	—
1879 - - -	53	2	687	8
1884 - - -	60	6	818	19
1889 - - -	65	9	1,043	118
1894 - - -	69	42	1,270	497
1899 - - -	80	63	1,444	696
1904 - - -	86	82	1,308	846
1909 - - -	85	79	1,324	1,037

School Certificates.

Year.	Number of Schools.		Number of Candidates.	
	Boys.	Girls.	Boys.	Girls.
1905 - - -	15	—	182	—
1906 - - -	26	—	475	—
1907 - - -	32	—	449	—
1908 - - -	32	—	586	—
1909 - - -	35	—	605	—

Lower Certificates.

Year.	Number of Schools.		Number of Candidates.	
	Boys.	Girls.	Boys.	Girls.
1884 - - -	9	—	187	—
1889 - - -	34	5	651	58
1894 - - -	40	14	819	107
1899 - - -	40	16	803	157
1904 - - -	43	20	907	159
1909 - - -	46	14	958	129

II. *Statistics of Inspection.*

——	Boys' Schools.	Girls' Schools.
Ending October 31st, 1897 -	2	1
,, ,, 1898 -	1	—
,, ,, 1899 -	2	5
,, ,, 1900 -	12	10
,, ,, 1901 -	9	7
,, ,, 1902 -	3	6
,, ,, 1903 -	4	5
,, ,, 1904 -	4	5
,, ,, 1905* -	27	8
,, ,, 1906 -	18	10
,, ,, 1907 -	6	2
,, ,, 1908 -	4	3
,, ,, 1909 -	2	6

* Note.—The number of schools inspected increased in 1905 owing to the introduction of the School Certificate Examination. Candidates for the School Certificate must have attended a school inspected by the Schools Examination Board, or by the Board of Education and approved by the Schools Examination Board. The fluctuation in numbers is due to the fact that inspections in most schools are held at an interval of five years. In 1910 the number of inspections will again be large.

(iv) University of London.

Dr. H. A. MIERS, Principal of the University of London, and Dr. R. D. ROBERTS, Registrar of the Board for the Extension of University Teaching.

(*Evidence given January 27th*, 1910.)

HISTORY AND DEVELOPMENT OF THE LONDON UNIVERSITY MATRICULATION EXAMINATION AND THE SCHOOL EXAMINATIONS.

The witnesses pointed out that the earlier of these examinations in point of time was, of course, the Matriculation Examination. It was purely an external examination, the syllabus of which was laid down by the University. It was simply an examination for entry into the University, and had no relation to any particular schools. It gradually, however, began to be used as a kind of popular Leaving Examination for Secondary Schools*; it came to be an end in itself, success in which was regarded as certifying to a good school education. It had no relation, however, to the course of study through which a pupil had passed or to the school from which he had come. It grew up side by side with the Oxford and Cambridge Locals, being popularly regarded, however, as more difficult than the Oxford and Cambridge Senior Locals. There was certainly truth in this view, for, among other reasons, the Oxford and Cambridge Locals allowed a very large choice of subjects, which the London Matriculation did not, and this in itself made the latter examination harder.

When London University was reconstituted under the Act of 1900, and the University Extension Board was constituted in 1902, this Department was entrusted, in accordance with the new Statutes, with the examination and inspection of Secondary Schools. The Board decided that there was no reason for starting another Local Examination in competition with the Oxford and Cambridge Examinations on exactly the same lines. Indeed, the existing Matriculation Examination was doing all that need be done as far as the University of London was concerned. Therefore, it was felt that if they had to start a new examination at all, it ought to embody some new principle, and, in particular, an intimate association between inspection and examination. They drew up a scheme, therefore, on these lines. That was in 1902. In that year the scheme for the inspection of Secondary Schools and for the School Leaving Certificate (Matriculation Standard) was passed by the Senate. In the following year the Junior School Examination, was added, with a standard lower than that of the School Examination (Matriculation Standard). In 1905 was established the Higher

* Figures showing the proportion of candidates who take the Matriculation Examination without proceeding to further University Examinations are given in Addendum A. to this evidence.

School Leaving Certificate for candidates who had passed the Matriculation Standard Examination, but were remaining on at school till 18.

The characteristics of these three School Examinations were as follows:—The Junior Examination was designed to be an examination of a kind that any well-educated pupil of 15 years of age ought to be able to pass. But it was not meant to be a School Leaving Examination, and the certificate which was awarded for it was not a Leaving Certificate. The examination was based not on a University syllabus but on the curriculum of each school, after approval by the University. All candidates had to take four compulsory subjects—English, Arithmetic, History and Geography—and at least two other subjects. The examination was started under pressure from two different sets of schools. The first set, consisting of boys' schools, urged that boys who left school about 15 wanted to take some examination before leaving, in order to obtain exemption from the examinations of professional bodies like the Law Society, Pharmaceutical Society, &c., and that unless the London University provided something like the Junior Locals of Oxford and Cambridge, the school would be compelled to prepare for the examinations of different bodies instead of associating itself with only one University body. On the other hand, the girls' schools urged that they wanted an examination for girls of about 15—an examination on the ordinary work of the school for which no special preparation was needed—partly to give them practice in examinations, and partly to get the opinion of outside examiners as to how the work was going on.

The School Examination (Matriculation Standard) was founded on the following principles:—first, that, like the Junior Examination, it should only be held in a school under inspection by the University or some body approved by them; and, second, that no candidate should be eligible for a certificate who had not been for two years under instruction in an inspected school. The combination of necessary subjects in the examination was the same as in the General Matriculation Examination. Successful candidates on leaving school obtained the School Leaving Certificate, and this qualified them for admission to the University without further examination. The examination was intended for pupils over 16 years of age. But a Regulation was passed in 1906 permitting schools to enter pupils between the ages of 15 and 16 for this examination, provided it was taken as a Form Examination and that the proportion of pupils under 16 years of age was not unduly large. The certificate, however, was in no case awarded until the candidate attained the age of 16.

The Higher School Certificate was intended for pupils who had passed the School Examination (Matriculation Standard), and who, as they were staying on at school until about 18 years of age, required a further and more difficult Leaving Examination.

(The number of candidates who have taken these examinations since they were started is given in Addendum B. to this evidence.)

DIFFICULTIES CONNECTED WITH THE SCHOOL EXAMINATION (MATRICULATION STANDARD)* AND THE HIGHER SCHOOL LEAVING EXAMINATION.

Certain difficulties connected with the School Examination (Matriculation Standard) were due largely to its relation to the General Matriculation Examination. As the School Examination was a Matriculation Examination admitting to the University, the standard of the School Examination was in each subject that of the Matriculation Examination, and also the same combination of subjects had to be taken. The University in both cases asked for evidence of what it considered a necessary foundation for the subsequent University career. But it had been strongly urged upon the University that the combination of subjects which might be properly required of persons intending to be University students was not necessarily the best for pupils who were not going to the University, and who only took the School Examination as a School Leaving Examination. Representatives of Secondary Schools, especially those in Surrey and Middlesex, which were in very close connection with the London University, were pressing for a more elastic system. They wanted the University to grant a certificate on this examination without necessarily requiring that it should include the combination of subjects demanded for Matriculation. The standard in each subject should remain the same, and of course exemption from Matriculation would only be granted for certificates which included the Matriculation combination of subjects. The witnesses agreed that this problem would become more and more important from the point of view of the schools, as their courses of study tended more towards the modern form of curriculum. The schools urged that unless the system were

* In June 1910 this examination was remodelled by the Senate under the title of Senior School Examination, the regulations for which came into operation at the beginning of the session 1910–11. The standard in each subject remains the same as before, viz., the Matriculation standard. The effect of the change which has been made in the Regulations is to give greater elasticity to the system by making it possible for a pupil to obtain a Senior School Certificate for a combination of subjects not necessarily that required by the University for the purpose of Matriculation; no Certificate could be obtained in the School Examination (Matriculation Standard) unless the candidate passed in the subjects required for Matriculation. Candidates who pass at one and the same examination in the combination of subjects required for Matriculation are as hitherto registered without further fee as Matriculated Students of the University and are awarded Matriculation Certificates.

The use of the term "School-Leaving" has been discontinued in connection with the School Examinations and Certificates, because experience has shown that it is liable to be misunderstood.

made more elastic they would be compelled to enter pupils who wished to take a school leaving examination, not for the purpose of entering London University, but for the sake of exemption from other examinations such as those of the Board of Education, or of the professional bodies, for the Oxford or Cambridge Senior Locals instead of the London University School Examination, in which the conditions as to the combination of subjects were more stringent.

As far as practicable under existing conditions the University endeavoured to make the School Examinations as suitable as possible for schools. In the general Matriculation Examination no practical laboratory examination in scientific subjects, such as Chemistry and Physics, was possible, but in the School Examination the University offered to hold special practical laboratory examinations in any school which was willing to pay the additional fee rendered necessary by the presence of the examiner at the Examination. Further, in the School Examination, candidates who took General Elementary Science—the one subject in the School Examination which was not included in the general Matriculation Examination—a practical laboratory examination was compulsory. Again, in Modern Languages, an oral examination was compulsory in the School Examination, but as no oral examination was possible in the general Matriculation Examination and the requirements in both examinations must be the same, it had not been found possible to make success in the oral part of the language examination essential for a pass in the subject. The plan adopted was to endorse upon the School Leaving Certificate the fact that a candidate had not only passed the theoretical examination but also satisfied a practical test.

The difficulty in the case of the Higher School Examination arose from the fact that the University did not accept a Certificate obtained in this Examination in lieu of any part of an Intermediate Examination. The majority of pupils who stayed on at school till the age of eighteen were intending to take an Intermediate Examination of the University with a view to a degree, and as the Higher Examination did not serve the purpose, they were usually entered for an external Intermediate Examination, so that practically the external Intermediate Examination became, in some cases, a kind of higher School Leaving Examination. It was therefore urged by the headmasters and headmistresses at a recent conference held by the University that the Higher School Examination would not meet the views of the schools or serve any useful purpose unless it could be accepted by the University as exempting from the whole or a part of the Intermediate Examination.

The Relation of the School Examinations to the Curriculum of Study in Individual Schools.

The witnesses stated that the University desired to make its School Examinations accord with the courses of study in the

various schools as closely as possible. It was not easy to do this on account of the cost and the difficulties of administration. In the case of the Junior Examination the University prescribed no syllabuses, but each school was required to submit to the University for approval its own syllabus in each subject. These syllabuses were submitted to the examiners, who set the papers in accordance with them, and no extra charge was in the case of this examination made to the schools for special papers. In the case of the School Examination (Matriculation Standard) the University issued the Matriculation syllabuses, and a school might either take the papers set upon these syllabuses or might submit for approval by the University its own syllabus in any subject. If this was found to be substantially equivalent in range and difficulty to the Matriculation syllabus it was approved, and the school was required to pay an extra charge of 2*l.* for each special paper. If several schools took the same varying syllabus the extra expense would be divided between them.

As regards subjects in the school course of study which could not be tested by examination, the University had arranged that where a school was inspected by the University inspectors, any pupil who distinguished himself in any form of manual work or who displayed any form of general or special capacity not shown by the examination, might, if that was desired by the authorities of the school, have the fact recorded upon his certificate. This, however, only referred to individual cases, and did not touch the question of reporting on, or giving credit for, subjects which distinguished the work of the school as a whole. In any report on an inspection of the school, however, this would be dealt with.

Participation of School Teachers in the University's School Examinations.

The witnesses stated that teachers in Secondary Schools took no part in setting or marking examination papers for the Higher Certificate Examination or for the School Examination (Matriculation Standard). As no teachers were allowed to take part in the General Matriculation Examination the same rule had clearly to be applied to the School Examination. In the Junior Examination, however, the teachers did take some part in one subject of the examination, namely, English Literature. The school syllabuses in this subject varied so greatly, that it was thought best that a Literature paper should be set by the school staff. It had, however, to be approved by the University inspector, who for this purpose combined the *rôles* of inspector and examiner. The staff also marked the answers to this paper, again subject to revision by the inspector, who reported to the University as to whether the teaching of Literature was satisfactory in the school. The marks obtained in this paper, however, were not allowed to count towards the certificate granted to candidates in the Junior Examination.

In the Junior Examination, nine out of the ten examiners had been teachers in Secondary Schools. Of the 22 present examiners for the ordinary subjects of the Higher School Examination and the School Examination (Matriculation Standard), 18 were or had been teachers, and 12 were teaching or had taught, in Secondary Schools.

Apart from the question of setting and marking examination papers, the University had held conferences of teachers for the purpose of ascertaining their views on questions affecting the work, such as the general suitability of the School Examinations for pupils who were not going on afterwards to the University. As a matter of fact, however, a large number of the examiners were or had been schoolmasters.

Local Spheres of Influence.

The witnesses stated that one of the most interesting features in connection with the work was that four educational bodies—the Education Committees of the counties of Surrey and Middlesex, the borough of Swansea, and the Governors of the Haberdashers' Aske Schools—had put their schools exclusively under the London University both for inspection and examination.* In the Secondary Schools aided by these bodies, it was intended that the examinations of other examining bodies should be dropped, and the schools worked in close relationship and co-operation with the University. That was the intention of the Education Committees, and the system had caused no friction, even at the beginning. This may have been partly due to the fact that many of the headmasters and headmistresses were graduates of London. The Board of Education inspected the schools also, but the University and the Board were working together, and arranged their respective inspections at convenient intervals. One advantage of the plan was that the University was able to grant favourable financial terms when all the aided schools in a county were united in a single system for inspection and examination. This was, no doubt, a matter of considerable importance in the case of many Education Authorities.

It was, of course, understood that the University School Examinations were also taken by many individual schools not only in the London area but also in other parts of the country.

While on the question of finance, the witnesses stated that the University made a large annual profit out of their Matriculation Examinations, as a whole.† Other examining bodies charged the same fees, and presumably made large profits also.

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* *See* Addendum C. at the end of this evidence for statistics of these schools.

† On the other hand the University incurs a heavy loss on some of its degree examinations and has practically no source of income other than examination fees.

Methods of Standardising the Examinations.

The University had appointed a body of eight moderators, representing different subjects. Every examination paper was submitted to the moderators, who decided whether it was suitable and in accordance with the syllabus. The marking was done by two examiners, who checked each other's marking. All the examiners met after the marking was done, and discussed all individual cases where there was any doubt as to the result.

The Board of Moderators was appointed in the first instance specially to see that the standard of the papers in the School Examinations (Matriculation Standard) and in the General Matriculation Examination was the same.

The University Inspectors.

Although the list of inspectors was rather a long one, practically the whole of the work was done by three or four of the number, with the addition of four or five assistants who conducted the oral examinations in Modern Languages. It was thought better to have the same men dealing with all the schools, so as to get a better comparison of the work. Each of the principal inspectors gave about 80 or 90 days to the work each year.

The system of inspection took cognizance not only of the way in which the ordinary school subjects were taught, but also of every aspect of the school life; its methods, organization, corporate life, &c. The inspectors' reports went first to the University Board, and a general report embodying these was then prepared for transmission to the Governors of the school, and to the Local Education Authority in the case of schools under such Authority.

ADDENDUM A.

STATISTICS showing the Proportion of Matriculants who go on to further University Examinations.

Session.	Matriculants.*		Intermediate Examinations.†						Final Examinations.‡					
			Candidates.			Passes.			Candidates.			Passes.		
	Total Number.	Average Number each Year.	Total Number.	Average Number each Year.	Relative Proportion of Candidates for Intermediate to Matriculants.	Total Number.	Average Number each Year.	Relative Proportion of Passes in Intermediate to Matriculants.	Total Number.	Average Number each Year.	Relative Proportion of Candidates for Final to Matriculants.	Total Number.	Average Number each Year.	Relative Proportion of Passes in Final to Matriculants.
					Per cent.			Per cent.			Per cent.			Per cent.
1898–1902 -	9,921	1,984·2	7,621	1,524·2	76·82	3,905	781	39·36	4,467	893·4	45·03	2,325	465	23·44
1903–1907 -	14,498 [General Matriculation 13,711 School Matriculation 787]	2,899·6	11,112	2,222·4	76·65	6,181	1,236·2	42·63	5,318	1063·6	36·68	3,317	663·4	22·88

* *I.e.*, persons who *passed* the Matriculation Examination. The total number of *candidates* was very much larger.

† It should be remembered that some pupils take the Intermediate Examinations directly from school. The number of schools at present under the University for Inspection and examination at which post-matriculation work is done is about 43, and the number of such pupils carrying on such post-matriculation work is about 160.

‡ In the years 1898–1902 the total number of candidates for Final Examinations was greater than the total number of those who passed Intermediate Examinations. This is possible for several reasons, the most obvious being that a student may be a candidate at a Final Examination on more than one occasion,

ADDENDUM B.

STATISTICS showing the number of Candidates taking the School Examinations of London University.

Session.	Total Number of Schools.	Higher School Examination.*					School Examination (Matriculation Standard).					Junior School Examination.†				
		Schools.	Candidates.		Passed.		Schools.	Candidates.		Passed.		Schools.	Candidates.		Passed.	
			Boys.	Girls.	Boys.	Girls.		Boys.	Girls.	Boys.	Girls.		Boys.	Girls.	Boys.	Girls.
1902–03	5	–	–	–	–	–	5	43	39	27	30	—	—	—	—	—
1903–04	12	–	–	–	–	–	12	114	61	61	31	2	70	50	32	19
1904–05	26	–	–	–	–	–	25	246	60	112	31	15	248	83	122	43
1905–06	36	4	3	10	3	10	36	309	82	150	43	24	314	137	188	119
1906–07	41	2	4	1	3	1	37	406	103	202	49	27	371	222	240	155
1907–08	57	2	1	16	–	12	52	434	283	241	160	28	375	296	197	165
1908–09	72	3	2	9	2	9	68	504	310	296	166	34	383	299	233	205
			10	36	8	32		2,056	938	1,089	510		1,761	1,087	1,012	706
			46		40			2,994		1,599			2,848		1,718	

* This examination was not established before 1905.

† The statistics of the Junior School Examination include candidates whose period of attendance at the School did not entitle them to receive certificates.

ADDENDUM C.

Number of Schools in which a *complete inspection* was held by the University of London in each Academical year.

(This does not include the schools merely examined by means of the School Examinations or at which partial inspections were held.)

Session.	School.
1902–03	13
1903–04	12
1904–05*	25
1905–06†	29
1906–07‡	31
1907–08	34
1908–09§	29

* All the Secondary schools aided the Surrey County Council were placed under the University, for regular inspection and examination, during this session.
Number of such Surrey schools at present - - - - - 17
† All the Secondary schools aided by the Middlesex County Council were placed under the University, for regular inspection and examination, during this session.
Number of such Middlesex schools at present - - - - 15
‡ The Haberdashers' Aske's schools were placed under the University, for regular inspection and examination, during this session.
Number of such Aske's schools at present - - - - - 4
§ The Secondary schools of the Swansea Education Department were placed under the University, for regular inspection and examination, during this session.
Number of such Swansea schools at present - - - - - 2
Total - - - - - - - - 38

(v) Northern Universities' Joint Matriculation Board.

Sir ALFRED W. W. DALE, LL.D., Vice-Chancellor of the University of Liverpool, and Chairman of the Joint Matriculation Board of the Northern Universities.

(*Evidence given January 27th*, 1910.)

HISTORY AND GROWTH OF THE JOINT MATRICULATION BOARD'S EXAMINATIONS.*

The witness informed the Committee that the Matriculation Examination of the Joint Board was held for the first time in the year 1903, but it had a continuous existence, except for the name, with the Preliminary Examination of the Victoria University, which ceased to exist on the institution of the

* In this paragraph is incorporated, with Sir Alfred Dale's consent, some information previously supplied in writing to the Committee by the Secretary of the Joint Board which Sir Alfred Dale thought it unnecessary to repeat.

separate Universities of Manchester, Liverpool, and Leeds. The examination was primarily, of course, an entrance examination for one of the Northern Universities. But a considerable number of candidates took the examination without any intention of proceeding to a University. Others took it by an agreement with some of the Local Authorities who allotted local scholarships on the results.* The Matriculation Examination, therefore, might be regarded as answering the purpose of a scholarship examination, but it was not what might be called a School Leaving Examination. Up to the present the Joint Board had conducted no such examination, but a system of School Leaving Examinations was to be started in 1910. Two certificates were to be given, the School Certificate and the Senior School Certificate. The Senior Certificate was to be awarded mainly on Matriculation papers, although alternative papers of equivalent standard might be substituted for them. The Senior Certificate would be accepted by the Universities in lieu of the Matriculation Examination, provided it included the required subjects. The subjects required by a University from undergraduates as a basis for University instruction might no doubt differ from those which would form a good School Leaving Examination for pupils who were not going to the University. But the witness thought that in practice the scheme which they had drawn up gave so many options in the different sections of the examination, and left so wide a range of choice to the schools, that no difficulty would arise on this score in the schools. There was a strong force of teachers on the Joint Board who took care that such considerations should not be overlooked. The Local Authorities also would want to be satisfied on this point. It should be understood that it was open to candidates for the School Certificates to take subjects other than those required for Matriculation purposes. Domestic Economy, for instance, which was not regarded as a good Matriculation subject, could form a part of the School Certificate Examination.

The witness reminded the Committee that a previous attempt had been made in Lancashire and Yorkshire to organise a system of School Leaving Examination in which all the Local Authorities should unite. That proved impracticable, and it was felt that if anything was to be done a beginning must be made by the united action of the Universities. From the first stage, however, of the new scheme, it was hoped that the Local Authorities would come into direct association with it in some way or another and he believed that this would be the case. One difficulty which he foresaw was how to prevent the inspectors of the Joint Board and of the Local Authorities from doing the same work twice over. There was a risk of the two sets of inspectors coming into conflict. He thought,

* For the numbers, &c. of such candidates, *see* addendum at the end of this evidence.

however, it was quite possible to map out spheres of work and to avoid difficulties of this kind.

The Participation of the Teachers in the Joint Board's Examinations.

The constitution of the Joint Board provided that the Board should co-opt a number, not exceeding four, of persons of educational experience. The Board had carried out that requirement by appointing four persons actually engaged as teachers, one from each of the four districts with which the Board was concerned—Manchester, Leeds, Sheffield and Liverpool. The Joint Board consisted of 22 members all told. The presence of the teachers on the Board had been invaluable, both in giving their personal experience as to what was needed, in suggesting names of persons who could help in the examining work, and in guarding the Board against the danger of relying too much on the advice of persons whose main or only experience had been in University work.

As to the share which the school staff would take in the examinations for School Certificates when they were started next year, it had been decided that it should be the rule and not the exception for the teaching staff to take part in the examinations. The scheme provided for the way in which this should be done. This condition, however, would not be enforced if the Governing Body in any particular case objected to it.

The Adjustment of Examination Papers to the Curricula of the Schools.

The witness pointed out that the scheme was not yet started, but he anticipated no difficulty in meeting the varying needs of the schools. A good many schools would be prepared to work to a standard syllabus. Others would be allowed to submit alternative courses of study, and a small committee, on which all the co-opted members of the Joint Board would sit, would see that these alternatives came up to the required standard. A small extra charge would, of course, have to be made for each examination paper set on a special syllabus.

Inspection of Schools.

Inspection of schools had not hitherto been conducted on any definite or uniform lines by the Joint Board. This was mainly due to the fact that they had not had any special officer whose business it was to superintend work of that kind. Their new Secretary, however, would make it a special part of his work to see that this side of the new scheme was properly attended to. Reports would be prepared on the whole work of each school that was examined and inspected, and such reports

would give a much wider estimate of the school than the reports on mere paper examinations had hitherto given.

ADDENDUM.

TABLE showing the Numbers, &c., of Candidates taking the Matriculation Papers of the Northern Universities' Joint Board as a Scholarship Examination.

A. Total number of Candidates.
B. Failed to qualify for Matriculation.
C. Qualified for Matriculation.
D. Paid Matriculation fees before or after examination.*
E. Qualified to matriculate, but did not pay Matriculation fees, and so presumably did not enter a University.

Year.	A.	B.	C.	D.	E.
1906 - - -	242	102	140	85	55
1907 - - -	368	121	247	162	85
1908 - - -	408	143	265	161	104
1909 - - -	447	173	274	163	114

(vi) College of Preceptors.

Sir PHILIP MAGNUS, President of the Council, Mr. H. W. EVE, Dean, and Mr. C. R. HODGSON, Secretary, of the College of Preceptors.

(Evidence given February 17th, 1910.)

HISTORY AND PRESENT POSITION OF THE EXAMINATIONS OF THE COLLEGE OF PRECEPTORS.

The witnesses stated that the College of Preceptors was established in the year 1846. It was one of the earliest institutions of its kind to undertake the examination of schools, and it had also laid itself out to give instruction in pedagogy to teachers.

It appeared that the examination was held in one school in 1850, and that in 1853 the scheme was in full operation. The

* Candidates who do not give notice that they wish to use the examination for Matriculation purposes, but take the Matriculation papers as a Scholarship Examination only, have a fee of 1*l.* paid for them by the Local Education Authority who use the examination for the purpose of awarding their scholarships. Such candidates, if they pass the examination well enough to qualify for Matriculation, and subsequently desire to be admitted to the University, can be so admitted on paying a further fee of 2*l.* without having to undergo further examination. Candidates who from the beginning announce that they wish to use the examination both for Scholarship and Matriculation purposes, pay an inclusive fee of 2*l.*

increase in the number of pupils examined was at first slow: in 1863 it was a little over 1,000, coming from 73 schools; and in 1873 about 2,300 (from 240 schools). During the ensuing ten years there was a remarkable development in the growth of the examination, and in the year 1883 the number of entries exceeded 14,000 (from 2,250 schools). The expansion continued until 1893, when there were more than 17,000 entries (from 2,800 schools.) From that time the numbers began to decline. It was about this time that the Preliminary Local Examinations of the Universities of Oxford and Cambridge were started, and thenceforward a field which before had been occupied by the College was shared with the University Boards. In 1903 the number of entries for the College Examinations had fallen to about 13,500 (from 2,000 schools), and five years later, in 1908, to about 12,500 (from 1,600 schools). At one time the number of girl candidates exceeded that of the boys, but now the girls formed only about one fourth of the total number of candidates.

In reply to a question witnesses said that a considerable number of the schools examined by the College fell within the category covered by the reference from the Board of Education.

General Nature of the Examinations.

The examinations of the College, in common with other examinations of a similar kind, had a two-fold object: first, to test the teacher's work and so improve the teaching; and, secondly, to afford parents and the public a trustworthy indication of the educational condition of the pupils.

The College had always considered it essential that a certificate should represent the whole, or at least a substantial portion, of a pupil's school work. At the outset the College scheme required Third Class candidates to pass in English Grammar, English History, Geography, and Arithmetic. In addition to the above subjects, Second Class candidates had to pass in a foreign language and either Algebra or Geometry; while for First Class candidates there were no fewer than eight fixed obligatories—viz., the three English subjects, Arithmetic, Algebra, Geometry, Latin and another foreign language. (Girl candidates were allowed to substitute other subjects for Latin, Algebra, and Geometry, and the convenience of non-classical schools was met by the issue of so-called "commercial" certificates—the Higher Commercial being a First Class without Latin, and the Lower Commercial a Second Class without a foreign language.) In order to meet the varying curricula, modifications had from time to time been made in the scheme, which was now much less rigid than formerly, giving larger scope of choice of subjects. Up to the present time, however, the College had insisted that no certificate should be granted unless a candidate had passed in English and Arithmetic and in a certain number of subjects selected from a prescribed list. There could be little doubt that the obligation to pass in Arithmetic

accounted in a very large measure for the falling off in the entry of girl candidates, who were able to obtain certificates from another examining board without being examined in that subject.

There was an oral test in foreign languages. For this at first an extra fee was charged; but that had now been relinquished.

In Chemistry practical examinations were held. These were not compulsory, but they added to the marks obtainable. They were taken by many candidates, and increased their chance of obtaining distinction or honours.

There was no examination in handwork.

Examination of Junior Forms.

Another very important cause of the decline in the number of candidates for the College's examinations was the recent regulation of the Board of Education forbidding in the case of grant-earning schools the submission to external examinations of pupils under 15 years of age. This regulation did not directly affect pupils in schools which were not under the Board; but in the case of those grant-earning schools that took the examinations of the College, the effect of the regulation had been considerable. The difficulty would have been less had the regulation been so worded as to apply to the average age of the Form instead of to the actual age of individual pupils. As it was, the effect was often to break up a class into two sets of pupils—those above and those below 15. A Fifth Form, for instance, that had previously been sent in as a whole for examination, generally contained some pupils below 15, though the average age of the Form was above 15. In such a case the prohibition broke up the class, and destroyed the utility of the examination as a test of class work.

The Question of Recognition by the Board of Education.

The partiality of the recognition accorded by the Board of Education to the Senior Certificates of the College and of the Universities respectively was another fact which had told against the former. The use of leaving certificates was becoming of greater importance every year, and schools having pupils desiring to qualify for entry into Elementary Training Colleges could not afford to send them in for unrecognised examinations, however much they might value the examinations on the ground of general usefulness. Concrete instances could be quoted to show how seriously this lack of recognition had handicapped the College.

Recently a Public Endowed School had applied to the College for examination, asking at the same time whether such examination would be recognised by the Board as satisfying the requirements of its scheme. In reply to its inquiry the College

was informed by the Board that the whole question of examinations in Secondary Schools was under consideration by the Consultative Committee, and that under these circumstances the Board were not at present prepared to extend their recognition beyond the Universities.

Co-operation of the Teachers in Examinations.

The original scheme of the College of Preceptors provided for the association of the teachers with the examiners in the conduct of school examinations. The College therefore was probably the first institution in the country to recognise this principle. A report of the Committee of the Council published in November 1850 prescribed "that the examinations should be "conducted chiefly by the Principal of the School or his own "Assistant Masters (unless he desire the contrary), the College "Examiners adding such questions and exercises and taking "such steps as they consider requisite to assure a bonâ fide "examination and to discountenance any attempt at cram."

The scheme was discarded in 1853 after a short experience. There were several reasons for this. There was found to be some difficulty in giving effect to it, and there was a general feeling at the time that it was not right for teachers to assess the product of their own work and that parents would not place absolute trust in the results.

At the present moment, therefore, in the examinations of the College of Preceptors the teachers took no part whatever.

In 1904, in response to an invitation of the Board of Education, the Council of the College offered some remarks on the proposals of the Consultative Committee for a scheme of school-leaving certificate examinations. From a perusal of these remarks it was clear that while the Council were prepared to regard with general approval the participation of teachers in an examination conducted for the purpose of affording information to the authorities of the school, they considered it undesirable that teachers should have any share in the award of certificates which were offered for the acceptance of the public.

Nevertheless, if it could be shown that the inclusion in the examining staff of the teachers whose pupils were to be examined would result in the greater efficiency of the examination, and that the awards under those conditions were trustworthy and acceptable for practical purposes, the Council would not hesitate to revise their scheme.

Means of Adapting the Examinations to the Varying Curricula of Schools.

The College of Preceptors had endeavoured to meet the varying curricula of different schools.

In the first place a candidate for the Second Class Certificate, while taking the general examination of that class, might offer

(say) Mathematics of the grade above. The examination need not therefore be on one plane throughout; pupils from the same school could take papers in different grades, and if they had specialised in one particular branch could take papers of a more advanced stage in that branch.

Again, it was open to any class to offer books in certain subjects, periods in history, areas in geography, or courses in science, in place of those prescribed in the regulations. This afforded a wide opportunity of enabling teachers to adapt the examinations to the particular teaching given in their schools. The provision, however, was not taken advantage of to as great an extent as the College had hoped, perhaps partly owing to the fact that an additional fee was charged. The fees were paid usually by the parents, who were certain to remark upon any increase in them.

While therefore the examination was not actually based on the curricula of particular schools, the choice of alternative subjects was so wide that schools had no difficulty in adapting the examination to their needs. The syllabus of the examinations did not interfere with what ought to be the ordinary curriculum of a Secondary School.

Conduct of the Examinations.

The general supervision of the examination papers was left very largely to the Dean of the College, who took a very important part in the work of the College and acted as moderator for all the papers set. The papers were sent to him in proof and examined by him with the assistance of a number of revisers in the several subjects. Comments made by the revisers were embodied by the Dean in his communications with the examiners who had set the papers. In all subjects the Dean was responsible for seeing that the papers were clearly expressed, and for maintaining uniformity in standard. Most of the examiners were permanently employed, and therefore well acquainted with the standard required; and, further, in each subject (except those for which there were very few entries), a separate examiner was appointed for each of the four grades, and in each the examiner had the opportunity of comparing his paper with the papers set by other examiners.

The marking of the scripts was done by the examiners who set the papers. The lists of marks were carefully examined as soon as they were received at the College, and if it was found that there was a marked deviation from the usual proportion of passes and failures the lists were returned to the examiners for revision.

It was convenient to teachers to get the results of the examination as soon as possible, and efforts were made to send these results to the school together with the schedule of marks in each particular subject within a month of the examination.

This was of great advantage from the point of view of the schools, as it enabled them to make the promotions for the next term.

Standard of the Examinations.

As to the standard of the examinations, the First Class Certificate examination, for which the average age of entry was 16½, was very much on the lines of the Senior Locals of Oxford and Cambridge. The Second Class (average age a little over 15), corresponded approximately to the University Junior, and the Third Class (average age 13½) to the University "Preliminary." The percentage of successes in the three certificate examinations was in 1908 as follows:—

First Class - - - -	46 per cent.
Second Class - - -	54 ,,
Third Class - - - -	71 ,,

Honours candidates were mostly above the average age of their grade.

The Lower Forms examination was of a lower standard than the Third Class Certificate examination. No certificates were given in respect of that examination, and no order of merit list was published; nor were honours awarded.

The First Class Certificate of the College was very largely accepted by professional bodies as a preliminary examination. The General Medical Council accepted both First and Second Class examinations under certain conditions.

Fees.

The amount of fee was 10*s.* 6*d.* for each candidate entered for the Certificate examination irrespective of the Class of Certificate, and in addition there was a local fee to defray the cost of rooms, &c. The fees for the First and Second Class Certificates were less than those for the corresponding examinations of the Universities. The fee for the Third Class was the same as that for the Preliminary Local. The fee for the Lower Forms examination was 5*s.* for each candidate.

Inspection.

In inspection the College of Preceptors was naturally rather weaker than in examination, because the absence of recognition by the Board of Education had prevented the College taking that part in inspection which it was prepared to take. Sixteen years ago a scheme was drafted for the separate and independent inspection of schools, and in 1902 that scheme was revised.

The witnesses pointed out that Section 3 (1) of the Board of Education Act, 1899, provided for the recognition by the Board for the purposes of the inspection of Secondary Schools of "any University or other organisation." When the Bill was

under consideration in the House of Lords the words—"or other organisation"—were amended owing to a misunderstanding; but in the House of Commons Professor Jebb proposed to re-insert these words. When asked what organisations were referred to, the only two he mentioned were the College of Preceptors and the City and Guilds of London Institute. The latter had received a limited recognition; but the witnesses contended that it was the College of Preceptors that was chiefly in the mind of the Committee of the House of Commons when these words were considered, and that their final adoption was proof of the implied desire of the House that recognition should be accorded to the College. The inability of the College to take a considerable share in inspection could only be ascribed to the fact that this recognition had not been given.

The College had never conducted very many inspections, and there had been none at all quite recently. The expense was a serious consideration to many private schools, though the College had undertaken to pay a part of the expense of inspection and had charged the schools less than the amount of fees paid to the inspectors. The College was, in fact, considerably out of pocket over each inspection. There did not appear to be any great demand on the part of private schools for inspection. But in comparing this condition of things with that prevailing in the case of schools under the Board of Education, it had to be remembered that, in the latter case, the demand came not so much from the schools themselves as from the County Councils and from the Board of Education. The demand at present was, to a large extent, external; but no doubt, as the advantages of inspection came to be more fully recognised, there would grow up an increased desire for it on the part of the teachers themselves for their own sake. Headmasters probably did not feel the need to do more than supply parents with the annual results of the various examinations for which their pupils were entered; but if the inspection of the College were accorded an official recognition that would provide a great stimulus to schools to ask for it.

(vii) Central Welsh Board.

Professor Sir Edward Anwyl, Chairman of the Central Welsh Board.

(*Evidence given February 17th*, 1910.)

The Central Welsh Board.

(a) *Its Constitution.*

The witness said that, except for the substitution under the Education Act, 1902, of representatives of Local Education Authorities for representatives of County Governing Bodies, the

constitution of the Central Welsh Board was exactly the same now as when it was first established.

The Board consisted of about 70 members, who were of two types: (1) academic members, and (2) representatives of County Councils and County and County Borough Education Authorities. The academic section consisted of representatives of the University of Wales, of teachers in Primary and Secondary Schools, of the Welsh University Colleges, and Jesus College, Oxford.

There was an Executive Committee, consisting of about 15 members, on which also were represented the two types of member referred to—the academic and the other.

The full Board met twice a year; this was a statutory requirement. The November meeting, devoted mainly to the consideration of reports, was always held at Shrewsbury, as being a central spot on neutral ground. The spring meeting was held alternately in North and South Wales. The Executive Committee met at Cardiff when the business to be transacted required attendance at the Board's office; otherwise as a rule at Shrewsbury.

(b) *Its Functions.*

The Central Welsh Board was appointed to inspect and examine the Intermediate Schools in Wales. These schools had been examined before the Board was appointed by various examiners employed by the Charity Commissioners, or rather those which were Trust Schools had been so examined, and a considerable number of the Welsh Intermediate Schools had endowments. A certain number of newer schools (without endowments) had been established before the Board came into existence; but these also were under the Trust condition of being examined in accordance with arrangements made by the Governors.

The Central Welsh Board had to examine schools quite apart from the granting of certificates. They had the duty of examining and inspecting, though they were not bound to examine the whole of a school. They interpreted their duties as requiring them to examine a fair proportion of the school (not merely the top of the school) in order thoroughly to test its work.

(c) *The Staff.*

In addition to the office staff of the Central Welsh Board, two permanent inspectors—a chief and an assistant—were employed. The Chief Inspector laid down a programme of work for the year, which he submitted to the Committee for approval. The Chief Inspector was the Chief Executive Officer of the Board, whose time was distributed between the office and the schools, and who actually visited a number of schools. A number of temporary inspectors, examiners and revisers of questions were also employed. The Board had a Clerk, who

was, in the Chief Inspector's absence, the head of the office staff. The Clerk did not visit any schools.

As to the nature of the qualifications of the examiners, there was no formal guarantee that they would have had teaching experience. The Chief Inspector was himself for some years a teacher, while the Assistant Inspector had been a science teacher; but the revising examiners were not necessarily teachers, though the Chief Inspector saw that they were as well qualified as possible.

(d) *Finance.*

The Central Welsh Board received a Treasury grant for the purpose of carrying out their examinations, and they also took five per cent. of the gross revenue of County Authorities. In addition they derived a certain amount from certificate fees. A capitation fee of not more than 2*s.* 6*d.*—the actual amount now demanded being 2*s.**—was demanded in respect of each boy or girl examined. Beyond this no charge was made to schools for *examination;* but candidates for *certificates* paid a small fee. The Board was in debt for some time; but that had been paid off, and now there was a substantial balance.†

The Examinations of the Central Welsh Board.

(a) *History of the System.*

In the first year of their examinations the Central Welsh Board offered no certificates. They tried to examine on the whole work of the schools from the lowest Form to the highest. Later on they gave up the examination of the lowest part of the school, retaining only the junior and sub-junior stages, in addition to the senior and honours stages. The certificates themselves were not instituted until a year or two after the Board began its work. The sub-junior stage was retained for a few years more and then that too was dropped, in accordance with the policy of reducing the examinations as much as possible in the lower part of the school. This brought the scheme of examinations into pretty much the condition in which it had remained until the present time.

It was the aim of the Board to reduce examinations as much as possible; but there were numerous difficulties in the way. They had, however, succeeded in abolishing first all examinations below the sub-junior, and secondly the sub-junior examination itself.

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* In the present year (1911) the Board is able to do without any payment under this head.—E. A.

† This balance will be needed for the purpose of obtaining better office accommodation and for other objects.—E. A.

(b) *Statistics.*

The witness stated that statistics of the Board's examinations would be found in the Annual General Reports. Out of a total of between 13 and 14 thousand pupils in the County Schools, between 4 and 5 thousand were presented for the examinations of the Central Welsh Board each year.* The witness had no precise information as to what proportion of these passed on to Universities.

About 90 per cent. of the Secondary School pupils came from Elementary Schools. Of these, a large proportion stayed the full four years' course of the Secondary School. Seventy or eighty per cent. of those who remained to the end of the course were from Elementary Schools. There were, however, a great many pupils who went to a Secondary School and left even before taking the Junior Certificate. Many were not at a Secondary School for more than two years; but the number staying for so short a time was smaller now than a few years ago.

(c) *The Present Position.*

The examinations at present conducted by the Central Welsh Board were as follows:—

(*a*) Junior Certificate Examination.
(*b*) Senior Certificate Examination.
(*c*) Higher Certificate Examination.
(*d*) Honours Certificate Examination.

In addition to these general certificates, there were also a Commercial and a Technical Certificate. But these were not taken by more than one or two candidates a year, and there had at present been not much experience of their working.

There was no independent examination for certificates; they were granted on the normal school examination.

All the examinations were held at the same time, viz., between the 13th and 30th July. From time to time proposals had been made to have the examinations at Easter; but this had not been found possible, and the schools as a rule preferred the summer.

(i) *Junior Certificate Examination.*

The Junior Certificate examination was taken as a rule about two years after entrance to the school. In some districts, where the age of entrance to Secondary Schools was rather high (say 13) the Junior examination would not be taken until about 15.†

* The number of pupils presented for examination in 1908 was 4,543.—E. A.

† A large number of pupils take three years to gain the Junior Certificate.—E. A.

The Junior Certificate was accepted by one or two professional bodies, *e.g.*, the Pharmaceutical Society, the Royal Institute of British Architects, and the North and South Wales Bank. A very small number of pupils took this examination, however, for any purpose connected with their future careers.

There was no compulsion to send pupils in for this examination at all; but schools were expected to send in for examination every year at least a quarter of their pupils. If the number unexamined in any school fell below or rose above three-quarters of the total number in the school, some inquiry was made as to the reasons. If it were found that the school had a large proportion of children below the junior stage doing work hardly of a secondary character, it would have to be considered whether there was not some overlapping with the Elementary or Higher Elementary Schools. It was pretty sure, therefore, that a school would send in for the Junior examination all who had reached that stage. The Regulations indeed contained the following clause bearing upon this question: "All pupils who shall have received instruction in work "representing the minimum requirement for the written exami- "nation as laid down in Regulation V. shall be duly presented "for that examination." This meant that if they had had instruction up to the junior stage they would be expected to go in for the examination; but not necessarily in all the subjects, nor with a view to obtaining a certificate. The school, however, was allowed to exempt from examination any pupil who had failed to make two-thirds of the possible attendances, and under the new Regulations the Board did not require the whole class to be presented in every subject. The witness was not sure with what degree of vigilance the Board's officers watched whether the schools sent in all the pupils coming under this regulation; but he thought they looked into the matter pretty carefully, and that it would be rather difficult for a boy to stay on at school doing the work of the junior stage without being presented for examination. The probability was that all the pupils who stayed at school for three or four years took the Junior examination.

(ii) *Senior Certificate Examination.*

The Senior Certificate examination roughly corresponded to Matriculation, and was accepted as equivalent to Matriculation subject for subject by the University of Wales. It was normally taken about two years later than the Junior Certificate. The age of passing the Senior Certificate examination, however, was in the case of several pupils considerably lower than the age of leaving school. The minimum age for entrance to the University was 16; but the average age was higher than that—probably between 18 and 19. Very often boys passed their examination, and then stayed at school in the hope of gaining a County exhibition. Many boys also qualified

for entrance to training colleges or to the professions some time before they actually left school. The examination could be passed by a fairly capable boy at about the age of 16. On the other hand, it should be noted that intending elementary teachers often failed to qualify for Matriculation in the University of Wales until they were about 18.

In the case of the Senior examination a candidate was not allowed to sit unless he had a continuous course of study. Great stress was laid on this condition. The Regulation was as follows:—

> "A pupil shall not be admitted to the examination for the Senior Certificate in any subject unless at the close of the Spring Term preceding that examination he shall have undergone at a Secondary School a systematic course of instruction extending over a period of not less than eight terms in the Group to which the subject belongs."

(iii) *Higher Certificate Examination.**

The Higher Certificate had only been instituted this year. It was to be given on a pass examination taken one year after the Senior Certificate, and suited to the capacity of boys and girls staying on at school, who were of only average ability. Normally it would represent work one year higher in standard than the Senior Certificate.

(iv) *Honours Certificate Examination.**

The Honours Certificate, in its present form, was intended for the comparatively few exceptionally able boys and girls who were likely to take some good scholarship at a University or University College. It was given on quite a separate examination, and was not limited as regards age, provided that the Senior Certificate was taken first. A candidate for an Honours Certificate must have taken at least two examinations previously, the Junior and the Senior. As the Regulations now stood he could take the Honours Certificate on two year's work following the Senior Certificate, without having taken the Higher Certificate. Regulation XXX. of the Central Welsh Board syllabus stated that "A pupil shall not be admitted to the "examination for the Honours Certificate in a subject, unless "that subject is endorsed upon a previous certificate required "under Regulation XXIX. and unless the provision for teaching "in that subject, as indicated by the School Time Table, is in "the opinion of the Executive Committee satisfactory."

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* The Higher Certificate Course and the Honours Certificate Course are meant to be parallel courses for pupils of different types. The Higher Certificate Examination will, like the Senior, be an examination of a "pass" character.—E. A.

Examinations other than those of the Central Welsh Board.

The witness said that the local examinations of Oxford and Cambridge had not been excluded from the schools. In fact at the beginning schools had found it advisable to send pupils in for these examinations as well as those of the Central Welsh Board. Now, however, there were practically no examinations in schools under the Board except those held by the Board itself.

At Aberystwyth there was a centre for the Oxford and Cambridge Locals and also for the London Matriculation examination. The latter had been held in this town for many years, and was taken by many candidates in addition to the Matriculation of the University of Wales, especially by those desirous of taking a course of medicine at London. London University had not accepted the Welsh Matriculation, and in some cases it was a necessity to take the London Matriculation in order to enter for the London degree. Attempts had been made for some time to get this state of things altered.

As regards the fact that certain schools in Swansea had been placed under the London University for examination purposes, witness explained that the schools referred to were municipal Secondary Schools. The Central Welsh Board had power to conduct a voluntary examination of Endowed Schools; but municipal schools were hitherto held not to be Endowed Schools. Application had been made to the Board of Education to amend the scheme in this particular, but so far this had not been done.

The Nature and Conduct of the Examinations.

(a) *The Setting of Papers.*

The whole examination was entrusted to the Chief Inspector, who was made responsible for the examination as a whole. It was his duty, and that of the Assistant Inspector, to set apart a certain amount of time during the early part of the year to the revision of papers. In subjects where the Chief Inspector was unable to revise papers himself, it was his duty to appoint, or to get the Executive Committee to appoint, revising examiners, to whom the papers were referred for careful revision. Any points that might be raised were referred by the Chief Inspector to the examiners, and were generally embodied in the papers.

(b) *The means of adapting the Examination to the School Curriculum.*

Before the appointment of the Central Welsh Board, the Charity Commissioners made arrangements with various persons for the examination of the schools in the central counties, as for example with Principal Roberts, who appointed examiners to act on his behalf. The examination was based on a certain selected portion of the work actually done in the school, the

school sending in a report of its work, from which a selection was made as the basis of examination. This arrangement did not include inspection of the schools; but the examiners visited them for the purpose of conducting the oral examinations in languages.

The regulations had always allowed, and still allowed, a school to offer an alternative scheme in place of the one included in the Board's Schedules. The Regulation read as follows:—

> "An alternative scheme for examination may be submitted to the Board in any subject, provided the scheme thus submitted reach the Clerk to the Board not later than the 30th day of June . . . , and that it be at least equal in amount of work and difficulty to the minimum requirement for paper work in that subject, as laid down in the Schedules of the Board which are appended hereto. Discretion is reserved to the Executive Committee to examine, or not to examine, on any such scheme, and the Executive Committee shall, after such consultation with the Headmaster as may seem necessary, inform the Headmaster of its decision before the 31st day of July . . . An alternative scheme submitted under this Regulation may be received after the 30th day of June . . . provided it reach the Clerk to the Board not later than the 31st day of July . . . and provided it be accompanied by a fee of one guinea. After the 31st day of July no alternative scheme can be received. Each alternative scheme sent in under this Regulation must be accompanied by a statement of the reasons on which the application in respect of such scheme is based.
>
> "The expenses incurred in connection with examination papers prepared at the request of any school or schools under this Regulation, and in respect of which notice of withdrawal shall reach the office after January 15th . . . shall be defrayed by the authorities of the school or schools concerned."

Any scheme which embodied clear educational principles, though different from the Board's own scheme, had a very fair chance of being accepted. But schemes that simply meant variation in the text books were not likely as a rule to be accepted.

Some of the variations offered were very slight, such as the substitution of one book for another. For instance, in some cases schools had a number of books which had been used for the junior stage, and then proposed to offer the same book for the senior. It was very difficult to check such cases as this.

The provision for the submission of alternative schemes was much less used now in proportion to the growth of the schools than in the beginning, and certain kinds of alternative schemes were less likely to be allowed now than formerly. But a considerable number were still allowed, and a scheme was sure to

be accepted if it was based on sound educational principles, and offered work which was equivalent in amount to that contained for the same stage in the Board's syllabus. It was found that the work of preparing papers and revising became enormous when a very large number of different papers was set. The Board began with very great freedom, but found it necessary for practical as well as educational reasons to modify their practice. There was great difficulty in carrying out a scheme of examination on the schools' own syllabuses on any large scale, unless the alternative syllabuses were very carefully thought out and selected. There was the difficulty of expense. If the number of papers was large, each paper having to be paid for separately, the cost would be enormous. Then there was the practical difficulty that the examiners had so many papers to set that they could not always give adequate time to each paper. Further, the revision of papers could not be carried out in any thorough way. There were also the difficulties of standardising and the risk of questions being set outside the given syllabus, if the examiner had to keep in mind a great number of syllabuses. The system, however, was excellent so long as the schemes were carefully thought out.

The Board tried to preserve educational freedom to the schools, and at the same time simplify the system by excluding many schemes which were not based on educational principles. A greater number were thus made to fit in with the Board's own scheme; but in order to make the syllabus as well adapted to the needs of the schools as possible, the Board circulated their syllabus each year to all the schools, asking their views, so that they could embody suggestions from the schools themselves in their syllabus. The Board considered suggestions from the schools, from the Associations of Headmasters and Headmistresses, and from the Assistant Masters' Association. There was also on the Board itself a considerable representation of masters and mistresses, numbering five or six persons. There were always two of these on the Executive Committee, and there was always at least one headmaster or headmistress on the Syllabus Committee of the Executive.

There was a certain amount of risk of the increased uniformity of the examination making the curricula of the schools more rigid. In practice, however, the schools varied very considerably; they were not so much alike as they seemed on the surface. The risk of rigidity was intended to be balanced by the provision for alternative schemes; but often the schools did not take advantage of that, seeming to be satisfied with the opportunities they had of suggesting modifications in the Board's own Schedules. To a considerable extent the syllabuses varied from year to year.

(c) *The Co-operation of the Teachers.*

At present the teachers of the schools took no part at all in the examinations. The Chief Inspector had sometimes suggested

that it would be desirable if the co-operation of teachers could be obtained in the junior examination, and it was quite possible that the Board might try some new experiments in connection with the junior examination in the direction both of giving much greater freedom to the schools and of bringing the teachers into the examination. But it was very difficult to do anything of this sort in the senior examination, because of the fact that so many bodies were concerned in that examination and would have to be consulted.

(d) *The Difficulty of securing Uniformity of Standard in the Examinations.*

On the whole it was found possible to standardise the examinations fairly well. The Board were not quite satisfied in some cases, it being very difficult to secure the same standard in subjects different from one another; but they hoped to succeed in time. The Chief Inspector and the Assistant Inspector of the Central Welsh Board conferred with the examiners, both individually and in groups, with regard to the standard to be adopted. Great pains were taken every year to keep the standard in the various subjects even. What difficulty there was arose principally in connection with the honours certificate stage, in standardising the work of two different subjects, such as, for example, English and Mathematics. There were of necessity different examiners in the two subjects, and they were likely to have different traditions in marking. As the examination was used for the purpose of the county exhibitions, the equalising of standards was an important matter.

(e) *Practical Tests.*

There was a practical examination in science in the honours stage, for which examination special examiners were appointed; below this there was no practical science examination. But the schools had all to draw up and send to the Board's office schemes of practical work for the year. The Assistant Inspector —a science man—generally inspected the laboratory arrangements at the schools.

Special examiners were sent round for the examination of manual instruction. Manual instruction was included in the technical certificate, and it also might be offered for the junior and senior certificates, but it was not accepted for the senior, except as an extra subject. It was not accepted for the higher or honours certificate, or by the Universities. This lack of recognition at the higher stages probably had the effect of tending to depress the subject in the estimation of the schools. A proposed new regulation providing for the recognition of domestic subjects for girls in the senior certificate was a step in the right direction.

(f) *Examinations in Languages.*

As regards oral examinations, the Regulations stated that:—

> "The Board will provide oral examinations in some or all of those departments of school work in which they deem that such examinations constitute a necessary supplement to the written examination. These departments are:—English, Latin, Welsh, French, Spanish, German, Italian."

At present, however, oral examinations were held in French and German only. In these languages the oral examination was always held, and the candidates had to take it; but it was not essential that each candidate should pass it in order to obtain the certificate. The oral examination was not conducted at the same time as the written examination. The examiners visited the schools a little while before the date of the written examination. The oral examination was abolished for junior and senior candidates for a year while retained at the honours stage; but was then restored and was likely to be continued.

The Board were trying to do away with set books as far as possible, and to substitute unprepared translation instead.

INSPECTION.

The schools were subject to two kinds of inspection by the Central Welsh Board. There was the triennial inspection, conducted by the permanent inspectors supplemented by temporary inspectors; and there were also subsidiary inspections made without notice by the Chief or Assistant Inspector, or by temporary inspectors. In addition, the Board of Education held it to be their duty to inspect any Secondary School in Wales in receipt of Government grants. They also held it to be their duty, as the successors of the Charity Commissioners, to inspect schools under Schemes. But in practice efforts were made to adjust these inspections with those of the Central Welsh Board, and in the main the Board of Education accepted the inspections of the Welsh Board. There had been difficulties occasionally, but at present the arrangement was working well.*

These inspections were in no way directly related to examination, except that if a school did badly at an examination, the inspectors would inspect that school in the following year with special care, in order to discover the cause of failure and enable the school to put things right.† The report of

* In the last Regulations for Secondary Schools in Wales, the Board of Education say that they will, as far as they are free to do so, make use of the inspection of the Central Welsh Board.—E. A.

† I find from inquiry that the Inspectors of the Central Welsh Board study the examination reports of the schools which they inspect very closely, and I may say that the Executive Committee has under consideration proposals for the further correlation of inspection and examination.—E. A.

inspection was sent to the Executive Committee, and afterwards to the County Education Authority, and to the local Governors of the school. Apart from this, examination and inspection were quite separate from one another; but an attempt was now being made to frame a scheme to combine the two operations. Hitherto this had not been found possible of achievement to any extent, though now and then examiners had been employed as temporary inspectors.

Entrance to the University.

Entrance to the University was usually obtained by means of the Senior Certificate examination. For this purpose it was not necessary that a pupil should have taken all the required subjects at the same examination, so long as he made up the necessary total. Normally this examination was passed at the age of 16; but boys did not enter the University till 18. This was partly due to the poverty of the pupils, who could not afford to go to the University unless they obtained an exhibition. Most of those who stayed on after obtaining their senior certificate, did so in the hope of getting an exhibition.

During the last part of his schooling, therefore, a capable boy, having passed his Senior Certificate examination, was doing work above the Matriculation standard. He took work of a more specialised character, either as a preparation for his University course or, in most cases, for a scholarship.

Some of the better-off students entered the University at 17 or even 16. These students, though they had matriculated, were often too immature for a successful University course. Students who only succeeded in barely passing the University of Wales Matriculation, in several cases found it difficult to gain the pass degree of the University of Wales in three years. Inquiry into the previous education of those who did badly at the University, often showed that, although they had passed their Matriculation in certain subjects, they had not been sufficiently well prepared for a University course.

Very often, the Senior Certificate of the Central Welsh Board as accepted for Matriculation was regarded as an adequate preliminary to a pass degree course, while the further two years at school were considered necessary for an honours course.

The witness was under the impression that pupils not intending to try for scholarships generally left school as soon as they had passed the Senior Certificate; but he had no actual statistics on this point. He was inclined to think there might be a temptation to keep pupils of no great ability at school, simply because of the example of those who were staying in order to go to the University. He thought it not altogether advisable in the case of those who had no prospect of a career at the University to keep them on at school until 18, especially if their means were very limited. It would seem better to start them at an earlier age upon some business.

Scholarships and Exhibitions.

Exhibitions or scholarships might be obtained from the County Authorities or from the Universities themselves. The counties were bound by Scheme to give a certain number of scholarships; but the Local Education Authority could supplement that number if it chose. An inquiry a few years ago showed that in several cases there were many qualified candidates for a very small number of exhibitions. In Anglesey, for instance, there were 11 candidates for only 3 exhibitions.

With the consent of all the counties, the competition for county exhibitions had been placed in the hands of the Central Welsh Board. The Honours and Higher Certificate examinations would in future form the basis on which the awards would be made. A candidate would be allowed to use the Higher Certificate examination for the purpose of the county exhibitions, and if he secured a certain total of marks he would come in for comparison with a candidate obtaining a certain total in the Honours examination. A good pass candidate would have a better chance of winning the exhibition than a weak honours candidate. As a matter of fact, however, the pass candidates would only stand a real chance in one or two counties, such as Pembroke, where the number of honours candidates was very small. Consequently nearly all the pupils desirous of obtaining a county exhibition took the honours examination.

Under the old Regulations there were two grades of honours papers, the higher and the lower honours, and various combinations were allowed. That arrangement was more elastic on the whole than the present one, but the schools had asked for a new scheme, and there was considerable pressure from the schools to have a certificate which was considerably lower than the higher honours.

Prizes, &c.

The Board had no funds from which to offer prizes to candidates in the examinations. The Chief Inspector, however, offered a gold medal to be competed for each year.

The Publication of Results.

The results of the honours examination were published in the shape of a list of successful candidates in order of merit. This was practically the order of merit list for county exhibitions, since most of the candidates for honours were candidates for county exhibitions. Schools had from the first always been supplied with the marks obtained by their pupils in the examinations. When the examination covered the whole school, as it did at first, marks were sent for every child in every subject. The order of merit list was of comparatively

recent institution, and was partly due to the desire of representatives of the County Councils to compare the candidates from their own county with those from other parts of the country. Other factors in the demand for this list were the institution of the gold medal, together with the award of "Honourable Mention" to a few other candidates, which was followed by the desire to see who were the candidates just below the line. There was a great deal of pressure from members of County Education Authorities in the matter.

Mrs. GLYNNE JONES, Member of the Central Welsh Board.

(*Evidence given February 17th*, 1910.)

In reply to questions, witness stated that she had been on the staff of the North London Collegiate School for Girls for 10 years before her marriage. She was a member of the Central Welsh Board during the first three years of its existence, 1890–93. After an interval of some years she was again appointed to the Board as a co-opted member, in which capacity she had served during the last four years. She was a member of the local Governing Body of the Friar's School for Boys and the County School for Girls, Bangor, and had kept in close touch with those schools.

THE MODIFICATION IN RECENT YEARS OF THE WELSH SYSTEM OF EXAMINATIONS.

The witness said that it was important to remember that the system of examinations in Wales was started by a band of Welsh patriots, with high ideals, and with great enthusiasm. Most of these men died soon after the scheme was put into operation; and the witness on her return four years ago to membership of the Central Welsh Board, after an absence of several years, found that a great change had taken place. The work had become more crystallised; the examinations were more frequent and more rigid; there was less choice of subjects, syllabuses, and schemes left to the teachers; and the standard exacted at the examinations had greatly risen.

(a) *The Loss of Elasticity.*

In the early days alternative schemes were frequently presented at all stages, and the examinations and certificates were based upon them. The teachers were thus enabled to make the examinations subservient to the normal work of the school. In recent years, however, these alternative schemes had so frequently been rejected by the central authority that teachers had as a rule ceased to prepare them, but had accepted perforce what was proposed by the Board.

One reason for this change was the need for economy; and as it was much less expensive to examine a number of schools on a single scheme than to examine the same number on different syllabuses, the tendency towards uniformity had increased.

The absence of the alternative schemes was one of the most serious causes which had led to deterioration in the Welsh system. It discouraged diversity and encouraged uniformity throughout the schools. There was a tendency to induce all the pupils to follow the lines which would lead a small minority to a University. This could only be done at the expense of a great majority who were not proceeding to a University.

The present rigidity of the examinations was particularly harmful in girls' schools. Girls of 15 or 16 not intending to go to College required a course of study different from that required for the Senior Certificate, which served for Matriculation to the Welsh University. Such a course had been devised in some schools. For instance, the Headmistress of the Bangor County School for Girls, had formed a special class for a course of literary work combined with instruction in the domestic arts, artistic drawing, &c.; but there was no possibility, under the present system, of the work of that class being tested and marked by a certificate.

The regulations of the Board certainly do provide for a Technical Certificate; but, as a matter of fact, this was scarcely ever taken and was practically a dead letter. This seemed to be due mainly to the fact that the syllabus as laid down by the Central Welsh Board did not answer the purpose for which it was intended. The schools should have greater freedom to be examined on their own work.

Each school should be allowed to submit a schedule for the whole of its work, and if that work included a technical department of the kind described, that department should be examined on the work done. This meant a special examination for each school or group of schools, and the expense thus involved was the difficulty of the whole question. The want of elasticity was the most serious defect of the whole system.

(b) *The increased Standard and Bulk of the Examinations.*

The increase in the standard and bulk of the work demanded was especially marked in the higher stages. For the Junior and Senior Certificates the amount of work required was considerably greater than in previous years. For the Honours Certificate the bulk of work—the overloading of the syllabus—was most evident. There was no objection to the work being more advanced; but each syllabus contained such a mass of material that it was practically impossible within the time to do more than superficially cover the ground comprised in that syllabus. This meant that no time could be given to any subject not included in the special syllabus required for the

Honours Certificate. Thus a clever boy could pass the Senior Certificate at the age of 15, or even earlier; he would then study for the Higher Certificate, in which he could take not more than four nor less than three subjects; then, not less than two years after passing the Senior Certificate Examination he would take the Honours Examination with either two or three subjects. If he wished to specialise in science, for example, he would, after obtaining the Senior Certificate at (say) 15, take mathematics (counting as two subjects), physics, and chemistry, and from this time to the end of his school course, he would no longer study English, classics, or modern languages. Later on, the absence of these subjects was a serious drawback even in his own specialised studies.

Further, the fact that there was no time for subjects which were not required for the examination was bound to prejudice the manual and artistic subjects, and it almost inevitably happened that these subjects had to be restricted to the first two years of the school course.

The Importance attached to Examination Successes.

In recent years the order of merit for the whole of the candidates in Honours throughout Wales had been published, including the marks for each subject, and a Gold Medal was given to the highest. It was generally agreed by teachers that this had a most harmful effect, not only in causing pupils to compete one against the other, but in encouraging competition between schools. The Governing Bodies were composed of business men who appreciated a system of numerical marking, but did not always fully comprehend other factors of school life, and they did not understand why a school should not get high marks if really efficient. The consequence was that the judgment as to the efficiency of a school depended almost entirely on the number of honours gained, or, lower down in the school, on the number of certificates secured. The Central Welsh Board rather lent itself to that spirit, being itself composed largely of business men. The academic element on the Board was in a minority. For example, a school for some reason might not happen to have a large proportion of pupils ready for examination, the teacher perhaps exercising discretion and withholding from examination those not considered ready. The report on that school would comment on the small number sent in, and add that "the Board would expect better examination results next year," which implied both that a sufficient number were not presented for examination and also that a sufficient number were not successfully passed. To disregard this warning would be to incur the risk of a reduction in the Treasury grant, although quite possibly the school was pursuing sound educational ideas. The teachers knew that successes were expected and, therefore, sent in all the pupils they could; and in the smaller schools,

which depended more than any on the good opinion of parents and Governors, that sort of argument had greater weight than in schools of larger numbers.

An argument sometimes put forward in favour of the Junior examinations was that as a child's success must depend on his capacity for passing examinations, the sooner he started taking examinations the better for him. Again, it was said to be better to send the child in for the examination even if he were not expected to pass, because it would make him far better able to pass in the following year.

The Strain of Examinations.

With the raising of the standard of examinations and the increase in the requirements of the syllabuses, the strain of school work had naturally increased. Not only did the pupils suffer from the strain of this work, but the health of the teachers was impaired, and scarcely a session passed without some teachers having to take a rest. This applied especially to girls' schools.

In the Bangor County School for girls three of the teachers, out of a staff of seven or eight, had been incapacitated during the last five or six years, one for a complete year and others for shorter periods. This was undoubtedly due, in part at any rate, to the strain of the work. As to the health of the girls in this school there had been no serious results. Probably the chief reason for this was the fact that the headmistress was so unusually watchful of hygienic conditions, and had a free hand. She gave every encouragement to an outdoor life, with sports, games, &c. But in dual schools where the head of the girls' department was in a subordinate position, the pressure was undoubtedly greater, and nearly all the smaller schools in Wales were dual. The strain was not so much on account of subjects; but because the women teachers had not quite the same amount of freedom to legislate for girls in the matter of holidays, open air work, &c. When dual schools were first established it was intended that there should be two departments, with the head of each independent and of equal standing. But in practice, on account of the expense, this had not been done, and the mistresses were always subordinate to the headmasters.

The pressure was certainly much greater than it used to be. It was not found to be so injurious in the case of a girl who had had fair play. A girl who entered at 10 into the Secondary School, in the lower Forms of which she had no examinations, could go on more normally and without hurry through the various stages, and the pressure was then distinctly less. But when a girl did not enter until 12 the pressure was much increased, because there were examinations almost every year, and she had not the background of general knowledge to start with. She had the Junior examination at 14, and one or two years

after that the Senior. The Higher examination might be taken a year later, and the Honours a year after the Higher. But in practice the multiplicity of examinations was even greater than this, and in some cases in a school life of eight years, a pupil might be presented for external examination six times.

There was a desire on the part of some to discourage schools of small numbers from attempting the Honours examination, but the teachers themselves would object to this for two reasons—(1) the encouragement, enthusiasm and interest that came from working for a certain number of high standard examinations; (2) the fact that they had pupils for whom it was imperative to get scholarships if they were to enter College. Consequently, every school, even the smaller ones, felt it necessary to work for the Honours Certificate.

Practical and Oral Tests.

A certain amount of practical and oral work was demanded in some subjects. But in the main the examinations depended on written work. An attempt had been made to omit the test of Oral French from the examination in order to effect economy, but the attempt failed.

Inspection.

Efficiency was secured by a thorough system of inspection, of which no one had anything to say but praise—save that there was no connection between it and examinations. The complete inspections were held only once in three years, and did not therefore interfere materially with the work of the schools. But latterly, there had been a suggestion of a second inspection by the Board of Education for its own purpose, and against this the Welsh Board has been protesting. The dual inspection had actually been carried out in some cases; the County School at Bangor, for instance, was inspected twice in one year—first by the Central Welsh Board and then by the Board of Education. It was desired that the Board of Education should recognise the Central Welsh Board's inspection for the purpose of grant. This was done at first; but there had been some change of attitude since the institution of the Welsh Department of the Board of Education. There had been various deputations and meetings from time to time, with a view to arriving at an understanding between the two bodies; so it was hoped that a satisfactory settlement of the controversy would soon be found.

Scholarships and Exhibitions.

The county exhibitions were awarded on the results of the Higher and Honours Examinations. The competition was

exceedingly keen. This was due partly to the poverty of so many of the pupils, and partly to the fact that pupils who could afford to do without scholarships competed with equal keenness. Considering the poverty of the scholars, Wales was rather badly off for exhibitions; but parents made really extraordinary efforts to give their children higher education.

It had been suggested that the Exhibitions should only be given on the results of the Senior Certificate; but that would mean taking children from school at an early age. Under present conditions during their last year or two at school they acquired a certain power of individual and independent work which stood them in very good stead. Those who went to the University at an early age missed that. Students who had had these finishing years at school had succeeded immeasurably better than those who had gone to the University in a more immature state.

Entrance Examinations.

Under the Schemes the entrance examination was practically the Fifth Standard of the Elementary School. In the case of those not coming from the Elementary Schools the examination had always been carried out at the school itself. The County Authority in Carnarvonshire carried out an examination for entrance scholarships, and free places given under the Secondary School Regulations were usually awarded on the same examination. The examination did not include any *vivâ voce* test, nor any medical examination; and now that the number coming in for free places was so much increased by the Board of Education's new regulations, the problems arising out of it were becoming more acute. Unsuitable children were coming in. In the absence of any *vivâ voce* examination, there was no test of their intelligence; they were often physically quite unfit; and their poverty was so great that their parents could not afford to keep them at school even without fees. Their home conditions, too, were such that home lessons were exceedingly difficult. Further, the rural schools were not fairly treated; no rural children had a chance, because they had to compete against those from town areas.

The school authorities were beginning to be brought face to face with serious problems as to the future careers of these children who had received free education. The majority wished to enter the so-called "respectable" occupations. The fact that the manual part of Secondary School work was so neglected helped to deter boys and girls from entering upon manual occupations, while for the strictly intellectual work they were carcely fitted.

Previous to the Board of Education's Regulations as to free places, the percentage of scholars receiving free tuition in the Bangor schools ranged from 10 to 20. These fully

justified the expenditure of public money upon them. Now the number had gone up to 25 per cent., and there were many about whom there was the greatest doubt whether they would be really fitted for their after careers by this kind of education. It would have been more satisfactory if the Board of Education had accepted the existing maximum of 20 per cent., and gradually raised it to 25, when found necessary, instead of suddenly raising it before the intellectual level of the pupils had shown it to be desirable. As it was, the result had been to depress the standard of admission of free scholars below the level of mediocrity.

(viii) Civil Service Commission.

Mr. J. L. Le B. Hammond, Secretary and Registrar of the Civil Service Commission.

(*Evidence given March 10th*, 1910.)

Nature and Extent of Employment in the Civil Service.

Witness stated that the principal grades in the Civil Service were as follows:—

Class I., of whom between 20 and 30 were appointed each year. The candidates for these posts were almost entirely University graduates.

Junior Appointments.—These had been in existence so short a time that it was impossible to surmise what their future would be. A separate examination that was formerly held for Assistant Surveyors of Taxes had last year been combined with the competition for Junior appointments.

Second Division, comprising the bulk of the rank and file of the service. There were over 3,500 Second Division clerks.

Abstractors, a class confined to ex-boy clerks, and whose salary did not rise above 150*l.* a year. There were about 2,600 abstractors.

Boy Clerks.—There were now about 2,800 boy clerks. It was hoped to reduce the proportion of boy clerks to abstractors, because it was felt that it was extremely unsatisfactory to turn a number of boys out at the end of their boy clerk service to find employment outside at an age when it was difficult to find employment. Formerly the age for superannuation was 20; it had now been reduced to 18, which was a considerable improvement. Also, the number of abstractorships had been increased during the last year, and there was reason to hope for a further increase.

Girl Clerks.
Woman Clerks. } In the Post Office.

Female Typists.—Female Typists were all appointed by nomination until quite recently; but the Post Office had now thrown their London appointments open to competition.

As to the total number of persons employed in the Civil Service, and the growth of such employment in recent years, it would be possible to give information in regard to particular grades; but there was also a large number of persons employed in miscellaneous capacities, of whom the Commission had no knowledge.

Civil Service Examinations in relation to "Cramming."

The witness stated that he had had a number of competitions analysed, with a view to finding out what proportion of successful candidates had received part of their preparation at the hands of "crammers." The information was obtained from the entrance forms, upon which each competitor was required to state his place of education. A careful analysis of the previous education, &c., of the candidates for clerkships of Class I. and the Second Division was printed in the Forty-fifth Report of the Civil Service Commissioners (Report for the year 1900).*

* At the competition for Second Division Clerkships held in September 1900, there were 878 candidates, of whom 315 were successful. The following table, taken from the Forty-fifth Report of the Civil Service Commissioners, shows the previous education of the successful candidates:—

	Direct from School.	After special preparation.	In Employment after leaving School.		Total.	Percentage.
			Civil Service.	Mercantile.		
Grammar Schools, &c. - -	18	73	93	20	204	64·7
Board Schools - - -	—	—	8	3	11	3·4
National and other Voluntary Schools.	4	7	10	11	32	10·1
Higher Grade Schools - -	2	5	13	9	29	9·2
Private Schools, &c. - -	10	16	8	5	39	12·3
Total - -	34	101	132	48	315	—

It will be noted that the 315 candidates are divided in the table into two classes, (1) those who had been in employment prior to the examination, and (2) those who had not. Of the latter, only 34 out of 135 came direct to the examination from school. Of the former, 132 were already working in a lower grade of the Civil Service, and 48 were employed elsewhere; but the whole 180 were, according to the Commissioners' Report, continuing their education elsewhere in the intervals of their work, and for this purpose attended evening classes at King's College and other centres, or were instructed by tutors who undertake to prepare for the public examinations.

The Second Division.

The competition of a purely educational kind which attracted the largest number of entrants was that for Second Division Clerkships. The limits of age for entrance were 17–20.

At the competition held in September 1909, 50 vacancies were announced; but 26 additional vacancies having occurred since, the total number taken on up to the present out of those who sat for the examination in question was 76.* For these vacancies there were 1,565 competitors.

An examination of the entrance forms of the 76 successful candidates showed that 35 stated they had had special preparation, six that they had prepared privately, while 32 did not make any statement. Again, 42 of the 76 were already in the Civil Service at the time of examination. It would be pretty safe to assume that all of these had attended evening classes; but this fact would not necessarily appear on the forms.

Junior Appointments.

The age of examination for these posts was 18 to 19½. The salary commenced at £100 a year and might rise to anything up to £1,200.

The last three competitions for this grade had been analysed.

In the last competition (held July 1909) there were 33 successful out of 282 candidates. Of these 33, nine had been to crammers and seven had prepared privately. Some had been to France and Germany, languages being an important part of the examination.

In the competition of December 1908 there were 151 candidates, of whom 42 were successful. Of the latter, 26 had been to crammers, and three had prepared privately.

In the examination of June 1906 (the first one held in this class), 16 out of 40 candidates were successful. Nine of the 16 had been to crammers, and three had prepared privately.

Girl Clerks and Woman Clerks.

Two other important competitions were those for Girl Clerks and Woman Clerks in the Post Office. The limits of age for the former were 16–18 and for the latter 18–20.

In the competition for girl clerks in September 1908, out of 276 candidates 70 were successful, and of these 59 had been to crammers.

Of 106 successful out of 439 candidates in April 1909, 85 had been to crammers.

Taking the woman clerks, in the competition of September 1908 there were 332 candidates, of whom 120 were successful.

* Further appointments have been made on the results of this examination since this evidence was given, bringing the total number up to 200.

Of these, 78 had been to crammers and 15 had prepared privately. Twenty-five of the 120 were already in the Service as female sorters.

In the examination of October 1909, 534 candidates sat, and 20 were successful. Of these, 12 had been to crammers and 3 had prepared privately.

Preparation for Examinations by those already in the Service.

Boy clerks were encouraged to compete for the Second Division Examinations by the offer of "Service Marks." A boy after a sufficient number of years' service could get as many as 120 marks in this way. Many of the boys who succeeded in the examinations would, however, have been quite successful apart from their Service marks. Of the 42 successful Boy Clerks in the September competition, eight only owed their success to service marks. On the other hand, in the Second Division competitions of 1904, 1905, and 1906 the proportion was considerably larger, the figures being 22 out of 50, 22 out of 79, and 22 out of 57 respectively. It was seen, therefore, that a good many boys in the Service were able to keep pace educationally with boys still attending Secondary Schools. It should be noted that the boy clerks' examination itself attracted a good field, and that most of those who entered for that competition had in mind from the first the further examination for the Second Division. Of the 1,565 candidates at the last competition, 800 were boy clerks or ex-boy clerks.

The abstractors were recruited entirely from the boy clerks by means of a competitive examination.

There was no definite evidence to show that the fact of boy clerks working for the Second Division examination while engaged all day on their office duties tended to affect their health detrimentally. There was, in fact, negative evidence to the contrary. The boys had frequently to be moved from one department of the public service to another, and on any such transfer the Commission had a report on the boy's health. Nearly every boy clerk had at least one such move during his service. By this means the Commission would be sure to learn if a great number of the boys broke down, and this had not proved to be the case. It had been suggested that the studying for examinations reacted unfavourably on the boy's office work. Nobody regarded the system as an ideal arrangement. Further indirect evidence was to be found in the fact that of the 42 successful ex-boy clerks at the last Second Division examination none were afterwards rejected on the grounds of ill-health. All had to pass a medical examination, and in eight doubtful cases a second test was demanded; but all were ultimately accepted. In the 1907 examination one boy was finally rejected on medical grounds, and nine were sent to a second doctor.

Character of the Examinations.

The lists of examination results issued by the Commission showed clearly the subjects taken by each competitor. From this it could be seen to what extent the general Secondary School subjects were chosen, as distinct from special subjects such as book-keeping and shorthand.

Vivâ voce and practical tests were conducted in some examinations—in those for Junior Appointments for example. The examination for boy clerkships—the youngest class of clerks in the Service—consisted wholly of paper work.

Addendum.

Particulars as to the Training and Health of the Successful Competitors at certain Examinations for Appointments in the Civil Service.

Class of Situation.	Total Number of Candidates examined.	Lowest Successful Candidate.*	Of those offered Appointments, the Number who				
			Came from "*Crammers*."	Had prepared privately.	Did not state whether specially prepared.	Did *not at first* satisfy the *Medical* Tests.	Were *finally rejected* on *Medical* Grounds.
Boy Clerks:							
1909, September	751	271st	107	22	14	13†	2†
Second Division Clerks:							
1907, March	1,137	108th	44	15	39	9	1
1909, September	1,565	76th‡	35	6	32	8	—
Junior Appointments in Admiralty &c.:							
1906, June	40	16th	9	3	—	—	—
1908, December	151	42nd	26	3	1	3	1
1909, July	282	33rd	9	7	3	4	—
Post Office, Girl Clerks:							
1908, September	276	70th	59	—	1	3	5§
1909, April	439	106th	85	1	2	4	8§
Post Office, Woman Clerks:							
1908, September	332	120th	78	15	9	4	6
1909, October	534	20th	12	3	—	1	—

* This does not necessarily indicate the number of vacancies filled. In most of these Competitions some of the "Successful" candidates declined appointment or were rejected medically, etc.

† Some 30 or more of the 271 Boy clerks who were offered registration on the results of this Competition did not proceed to medical examination (declined appointment, etc.).

‡ *See* footnote * on p. 422.

§ Some of these were rejected on account of being "under height." The figures include 3 such cases in connection with the earlier examination, and 4 in connection with the later one.

Mr. D. B. Mair, Senior Examiner of the Civil Service Commission.

(*Evidence given June 8th*, 1910.)

Cramming for Civil Service Examinations.

The witness agreed that the largest and most difficult of the Civil Service Examinations which concerned Secondary Schools and in which the Committee was interested were those for Second Division Clerkships and for Girl Clerkships in the Post Office.

The Commissioners were anxious to draw their candidates from schools as far as possible and to avoid "Crammers," and with this object endeavoured to frame their examinations in such a way as to follow the general lines of secondary education in the country. It was not quite clear, however, what came within the definition of a cramming institution. For instance, the Strand School, which gave special preparation to a large number of candidates for Civil Service appointments, was recognised by the Board of Education as an efficient Secondary School. This school did not devote itself entirely to preparation in subjects prescribed for Civil Service examinations, but found time also for training in character. The authorities of the school considered it possible to combine special preparation for these examinations with a good education. The question whether such schools were to be classed as cramming institutions was important in considering to what extent candidates were trained by crammers. If they were reckoned schools, it was probably safe to say that most of the candidates, for the Second Division at any rate, did *not* go to crammers. It should also be remembered that those who did go had in many cases had an ordinary secondary education to begin with and had been to the crammers for perhaps only a few months just before the examination.

The fact that certain cramming establishments secured a very large proportion of successes might conceivably be due to the exceptional capacity of their teachers. At the same time there could be no doubt that a school, which was obliged to prepare its pupils for a variety of careers, was at a disadvantage as compared with an institution which concentrated its efforts on only one class of examination.

It was suggested to the witness that the heads of cramming establishments made an elaborate study of the papers set in the examinations and endeavoured to anticipate the questions that were likely to be asked at future examinations. He was doubtful, however, whether they were able to do this successfully.

In the competition for the Second Division a certain advantage in the shape of "Service marks" was given to candidates (boy clerks) who were already in the Service. These boys, being employed in their respective departments during the day, had only the evening in which to prepare for the examination. But

with the help of the "Service marks" they did pretty well. The object of this scheme was to prevent the situation of boy clerk becoming a "blind alley."

The Nature of the Examinations.

The Commissioners aimed at making their examinations a test of general education and intelligence.

Possibly, the fact that success in the competition necessitated a high standard of marks on comparatively easy papers in certain subjects, such as handwriting, arithmetic, copying MS., gave the crammers an advantage as against the schools, because they were able to make their students keep repeating some simple thing until they could do it perfectly, while in a Secondary School this would be considered a waste of time. But in this matter there was conflict between the requirements of the schools and the requirements of the Service. For instance, the Service wanted accuracy in arithmetic and good handwriting, and these things the schools had recently somewhat neglected.

A test in deciphering manuscript (a subject not usually taught in schools, and therefore one in which candidates had to seek special preparation) had been considered necessary in the Second Division Examination, because it was essential that a clerk in the public service should be able to read any writing that came before him, however illegible. But the witness agreed that this was a matter in which a boy might be left to acquire ability by practice upon entering the Service, and he saw no reason why the subject should not be dropped. This examination included other subjects which were not generally taken in Secondary Schools, such as précis-writing, book-keeping, and shorthand; but these were optional subjects, and it would be simple for a candidate to choose others that were taught in the schools.

Practical tests did not as a rule find a place in the lower examinations. Handicraft had never been included in the list of subjects. In higher examinations practical tests in science were held in laboratories hired for the purpose, but none were held in the Second Division Examination. Practical tests were held only in London; in the case of examinations which were held all over the country, and for which the candidates could not be expected to undertake the expense of coming to London, no practical test was held.

The question whether such tests might be held in the provinces was, however, worthy of consideration. The chief objections were the expense and the difficulty of securing equal treatment for candidates sitting at different centres. It was true that the absence of practical examinations gave an advantage to those who prepared by means of paper work alone. A purely paper examination was far from perfect. Some experts were of opinion that it was possible by means of papers to tell whether candidates had done practical work in science and to

evaluate that practical work; but this paper test was probably not so efficient as a laboratory examination.

Possible Modifications in the Methods of Recruiting the Public Service.

The present system gave the Service a very able lot of men. If there was any difficulty it was that the men were too able for the salaries to which they might attain. From the point of view of ability therefore there was no reason for changing the system; but the competitive examination could not take account of such things as bearing and manners. Some departments too were not entirely satisfied with certain of their clerks, provided by competitive examination, because they were not altogether fitted to deal with the public. They were too exclusively scholars and not sufficiently men of the world.

Witness was of opinion that a competitive examination was not absolutely essential as a means of recruiting the Civil Service. It was, however, difficult to find any suitable method to take the place of the present one.

He did not think it had ever been suggested that the Civil Service Examinations should be restricted to those who had spent a certain number of years in a recognised Secondary School. He thought this might be practicable; but one difficulty in the way of it was the fact that the boy clerks, who entered in considerable numbers, could not satisfy such a condition. There would also be a difficulty in deciding which schools should be admitted to the list. For instance, there could be no reason for excluding even a so-called cramming institution if it were inspected by the Board of Education and found efficient. A condition of this sort was attached to the Leaving Certificate Examination for the Army. That examination, however, was not conducted by the Civil Service Commissioners, though the subsequent competitive examination was. There were also examinations which were open only to candidates who had been trained in a particular way; but this was only for situations where technical knowledge was required, which was difficult to obtain.

As to the substitution for the present national competitive examination of a system of allotting a certain proportion of appointments to definite areas of the country in which they would be awarded on the results of some existing examination, the witness pointed out that if in certain parts of the country the standard of intelligence or education was low the Departments to which the candidates from those parts were assigned would suffer. Another difficulty would arise from the uncertainty as to the number of vacancies that would exist at any time. The Civil Service Commissioners had nothing to do with the appointment of boy artificers in dockyards on the nomination of Local Education Authorities. Witness understood that for

certain government appointments in the United States vacancies were assigned to particular States. The question of holding a competitive or any examination to fill the vacancies assigned to a State was decided by the State itself. He did not think the men they got in this way were so efficient as those obtained in this country.

In the Chief Engineer's Department of the Post Office there were two methods of recruiting. One by which men entered without examination as sub-engineers and later passed a Qualifying Examination to become 2nd class engineers; the other in which men nominated by certain Universities and passed by a Post Office Board competed before the Civil Service Commissioners for the position of 2nd class engineer.

The India Forest Service was also recruited without examination by the Civil Service Commission.

Witness was doubtful whether it would be feasible to give to certain approved schools the right to nominate students for appointment without examination. Such a plan would work well at first when the schools were carefully selected and had heads of good judgment who would take care with the system. But after a few years interest would lapse, routine methods would come in, and the material secured would not be so good. There was also a risk that such a plan would lead to the appointment of men unfit for the position, *e.g.*, men who could not write legibly or add correctly. The more mechanical method at present in use was more stable in its results, because it did not require so much individual attention.

With regard to the possibility of dispensing with the special examinations held for Civil Service posts and of making the appointments on the results of other already existing examinations, this would have the effect of making those examinations competitive and so probably of spoiling them for their original purpose. If a pass examination were used in this way the severity of the competition would gradually increase the difficulty of the papers until they became quite unsuitable for their original purpose.

Method of setting Papers.

There were some four hundred gentlemen about the country from whom a certain number were selected as each examination came round and invited to set the papers and judge the work. These question papers were sent up to the Department, where they were printed and studied, and eventually, in every case, placed before the Commissioners for approval. There were two Commissioners and one or other of them examined each question paper and passed it as suitable and of the right standard.

B.—OFFICIALS OF THE BOARD OF EDUCATION AND OF LOCAL EDUCATION AUTHORITIES.

(i) Officials of the Board of Education.

The Hon. W. N. BRUCE, C.B., Principal Assistant Secretary of the Secondary Schools Branch of the Board of Education.

Important Note.—It is to be understood that the opinions of the Board's officials, as here given, are their private views, and must not be taken to represent the opinion or the policy of the Board. Further, the time which has elapsed since the evidence was given causes some of the statements made to be out of date.

(*Evidence given October 1st and 28th, and December 9th*, 1909.)

RECENT CHANGES AFFECTING THE EXAMINATION QUESTION.

The witness said that since the question of Examinations in Secondary Schools was considered by the Committee on a previous occasion the position had been modified in a good many respects. The change, however, was more in the nature of a development of then existing conditions than the introduction of new elements.

INCREASE IN THE EXTENT OF THE PROBLEM.

In the first place, the problem had become a much larger one in extent, that is to say, it affected a greater number of schools and scholars, while the schools were of more variety of type. There was no doubt that the actual number of schools and scholars made a great difference. In that respect the problem in England must be more difficult than in Scotland or in Wales, which countries had independent authorities for the examination of Secondary Schools. For the greater the bulk of the work, the greater was the tendency to seek relief from overpressure by uniformity, and the greater the temptation to resort to mechanical methods. The witness was not in a position to give exact figures, but there was no doubt that a remarkable increase in the number of schools and pupils had taken place since 1903. This was shown by the fact, amongst others, that whereas the grants to Secondary Schools amounted to less than a quarter of a million in 1903, they now nearly reached three-quarters of a million.

THE WIDENING OF THE CURRICULUM.

The difficulty of examination by external bodies of the whole of a school in the manner hitherto conventional was further increased by the fact that the curriculum of the schools was much fuller than it had been. In many schools more subjects had been added, and in many, even where certain subjects were not new, they had assumed a much more important position in the curriculum. In the smaller Grammar Schools and in certain of the larger ones the treatment of history, geography and literature was much more serious now

than it was a few years ago, and there had been a great development not only in the thoroughness with which branches of natural science were taught, but also in the number of subjects which were included in school curricula under that general title. Manual instruction was another subject which had come much to the front. The fuller curriculum, quite apart from the methods of instruction, meant that examination must be more difficult for an external body if it were to cover the whole ground. The examination also must of necessity be more expensive, and this was a very important point, for the growth in the cost of secondary education during the last few years had been very considerable. Mr. Bryce's Commission took 11*l.* or 12*l.* per head as the cost of maintenance in Secondary Schools not of the highest type; but now an Authority could not hope to attain a reasonable standard of efficiency unless they were prepared to spend at least 14*l.* or 15*l.* per head on a school of the same type. The cost of examination had been going up in the same proportion on account of the fuller curriculum and for other reasons.

Methods of Instruction.

The next point to be considered was the change in the methods of instruction. That change had already begun in 1902; but the progress made in this direction during the last six or seven years had been very remarkable. In 1902 it was chiefly in connection with the instruction in natural science that attention was being drawn to the necessity of making the education much more practical. But now the same principles were being advanced in regard to other subjects, for example, practical mathematics, the teaching of geography, and the introduction of domestic subjects. Another development was the more direct or oral system of teaching languages, which applied not only to modern languages, for the Board were now offering special aid to a school which was attempting to teach ancient languages in the same way.

Thus the subjects themselves and the relative importance they had assumed made the conduct of examinations very much more difficult. The examination required more time, it required a good deal of special knowledge, and above all the instruction was less easily tested by a written examination or by an examiner appointed and instructed from an external organisation not directly in touch with the school. Moreover, it was difficult for an external body to keep pace with the developments which were taking place in the schools. It was almost impossible for a body such as a University to be aware how quickly some of these changes were making headway in schools, particularly as in some directions greater progress was made in the newer schools than in the older ones, while Oxford and Cambridge were more familiar with the methods and practice of the latter. The witness was anxious not to criticise unfairly the universities;

but he did not think anybody could object to the statement that Oxford and Cambridge had been behindhand in recognising the direct method of teaching French and German and in recognising the inadequacy of written examinations in testing the subjects coming under the head of natural science. At the same time, it must be said that they had shown a real desire to keep abreast of these movements as well as their machinery would allow; but even so it would be seen that instead of setting the standard to schools, they were behind them.

INSPECTION.

Neither Oxford nor Cambridge would pretend to offer to schools the kind of inspection which the Board of Education were able to undertake. They did offer a certain kind of inspection which was not without its use, but which, nevertheless, very seldom enabled them to go to the root of difficulties in school administration. Consequently they were almost of necessity out of touch with the schools, and they certainly had not made any real advance in their system of inspection in practice (though there may have been some advance on paper) since the Board began their own inspections. The belief that a great many schools would dislike a State inspection and would prefer that offered by the Universities had proved to be quite incorrect. The Board of Education Act, 1899, gave power to the Board to inspect, but a provision was carefully inserted to allow schools to be inspected either by the Board or by a University, the Board having power to recognise any University as giving inspection of the kind contemplated. The schools at that time were understood to say that as a body they were in favour of inspection, but that they wished inspection to be by the Universities and not by the State. They had given no proof of that preference for the Universities. There had been a little inspection of Public Schools recently by the Universities, but this had not arisen on the initiative of the schools, nor because the Universities were offering a better inspection than the Board, but because the War Office had instituted a plan for regulating admission to the Army on a basis which included the inspection of schools,* candidates for examination being admitted on different conditions where the school had been shown by inspection to be satisfactory. As a matter of fact, the Public Schools were now beginning to turn to the Board for inspection. The witness agreed that the Board's inspection had turned out to be extraordinarily satisfactory, and he was surprised at the very small number of mistakes that had been made. Considering the very severe things the Board had had to say, and the drastic action they had had to recommend, or even insist upon, he thought the absence of serious criticism of the Board's inspection arrangements was remarkable. He hoped that the teachers were losing their suspicion of the

* *But see* footnote on page 14.

inspection of their schools by the State, and were becoming more ready to recognise the value of suggestions brought to their notice by the inspectors.

Elasticity of Curriculum.

The next development to which attention had to be called was the growing movement in favour of elasticity in the curriculum, and of the power to try experiments in the curriculum and in the methods. When the Committee considered this matter before, the Board were still giving grants to Secondary Schools subject to very strict limitations both as to the subjects taught and as to the actual amount of time (down to minutes) which was to be allotted to each. From 1902 the Board began gradually to relax these restrictions. They might, perhaps, have done it faster, but they had to fight their way step by step, until in 1907 they discarded time limitations altogether. They still insisted upon certain subjects as essential to a liberal secondary education, but even there they allowed very considerable variation. The Board were not only allowing elasticity, but were actually doing something to promote it. They offered, and were paying, grants to promote educational experiments. Now, obviously, if these offers were to be taken advantage of, and if schools were to exercise the discretion afforded to them, and if the schools which were not subject to State control at all were to take advantage of their opportunities for elasticity and experiment, it would be extremely difficult for them to make use of the old conventional examinations. There must be some kind of modification; more attention would have to be paid to the problem of examining a school on the work it actually did, and even the boy or girl on the work that he or she actually did.

Circumstances, therefore, were combining to call for a change in the method of examination. There was further the danger that the present system of examination was actually checking the movement towards elasticity and experiment. Up till the year 1907 the Board were constantly listening to very severe and rather just criticisms about their interference with the curriculum and time table, so severe and insistent, in fact, that when it was resolved to sweep away the time limits altogether, there was some anxiety as to what would happen. It seemed that the Board would be face to face with an enormous mass of work; since all these schools had been pining for the opportunity to choose their own curriculum, it was thought that now they had liberty they would all submit new ones. The Board were so much impressed with this difficulty that they actually issued a circular asking the schools for their own sakes as well as for the Board's to take time before introducing changes. However, in that year no special curriculum of a noticeable kind was proposed, and hardly any such curriculum had been sent in yet. It might be that the schools did not yet

quite trust the Board; but, on the other hand, one could not help thinking that parents and the public were still looking to examinations as the test of schools, and as long as the examining bodies were not in close contact with the schools, there might be this heavy hand on the schools keeping the curriculum unchanged. The witness quoted the report of a full inspection to show that the work which a school was best fitted to perform was hampered by an attempt to adapt the curriculum to the requirements of the University Locals. In a sense the headmaster was to blame in such a case as this; but it showed that there was no real contact between the school and the examining body. Headmasters were undoubtedly in a difficult position. Parents judged a school by its examination successes, and naturally the headmasters said: If we cannot take the examinations of the Universities what examination can we take?

Sides of School Life not suitable for Examination.

The next point was very closely related to, but still distinct from, the last. It was the increased importance of sides of school life which were not suitable for examination in the conventional sense, as, for example, physical exercises and school societies. One of the most interesting things in the development of Secondary Schools, especially the new ones, in the last few years had been the growing attention given to the development of boys and girls in as all-round a way as possible. Time and attention were given to them outside the class room, and encouragement given to take up intellectual pursuits and hobbies of their own. All these things had become of real importance and were recognised to be amongst the most valuable parts of a child's education. Yet they were entirely outside the sphere of school examination as we had seen it up to the present. Until a way was found of summing up these things and their effect upon the children, it was not possible to tell the public exactly what a school was like. For this reason the existing system of examination had become increasingly unsatisfactory of late years.

The Influence of the Board of Education.

All these rapid developments seemed to make the old-fashioned system of school examinations, as represented by the University Locals, less effective, either to test the educational efficiency and results of schools or as a standard at which the schools might aim. They were all developments which had taken place within the schools themselves, though possibly they might have been helped by outside influences. The situation, however, had been further changed by a new influence from the outside—an influence which was likely to take (and had already, to a great extent, taken) the place of the Local Examinations in setting the standard at which schools should aim. That influence was the Board of Education.

The establishment of a Secondary Schools Branch in the Board and the formation of a separate inspectorate for Secondary Schools dated from 1904, the year of the presentation of the Committee's previous report on examinations. The Board of Education Act, 1899, for the first time consolidated the Government Authorities which had to do with education and made possible the bringing over the powers of the Charity Commissioners to the Board of Education and the incorporation of the old Science and Art Department with the Whitehall Department. Prior to that Act the Education Department could only deal with Secondary Schools by means of the science and art grants, except in so far as they had the power of considering, and indeed of revising or of securing the revision of, Schemes for Endowed Schools. During the years 1899–1903 the action of the Board of Education in connection with Secondary Schools and secondary education was exercised through the South Kensington Branch, which dealt at that time with all education higher that elementary, that is to say, it included in a common organisation Secondary Schools, Technical Institutes, and Evening Schools, all the matters, in fact, for which the old Science and Art Department were giving grants at the time of passing of the Board of Education Act. It was true, of course, that the movement for the organisation of Secondary Schools began as soon as that Act was passed. The grants which had been given for Organised Science Schools were developed in 1902 by the division of those schools into Secondary Schools A and B. But the actual separate treatment of Secondary Schools through a separate branch of the Board did not take place until 1903. The internal organisation of the Board which established the tripartite division—Elementary, Secondary, and Technical—dated from 1903, and was first publicly shown in the Regulations in 1904. So that the attitude of the Board towards Secondary Schools, and its power of influencing those schools, owing chiefly to the creation of the Secondary Schools inspectorate, were essentially changed at the very time when the Committee had just completed their work on the examinations question. Since that time the schools on the grant list had about doubled in number and had been regularly inspected by a special staff of inspectors appointed for the purpose. The great majority of the schools on the list had probably by now undergone a second full inspection, while all of them had been visited by the district inspectors at least once in every year in addition to the full inspections. The first intention was that every school should be fully inspected once in every three years. Owing, however, to the extreme thoroughness with which these inspections are carried out, it was now thought unnecessary to do this, and moreover, owing to the great increase in the number of schools, the triennial inspection of all schools might give more work than the staff of the Board could cope with. It was believed that it would be quite sufficient, and in fact quite as much as would be good for

schools, to hold these inspections once in four years, and in a great many cases once in five or six years. On the other hand, schools struggling into existence in difficult places (or for other reasons) would require inspection once in three years or even oftener. Such schools were few, and were becoming fewer, and it was hoped that soon it would not be necessary, save in exceptional cases, to repeat the full inspection more than once in five or six years.

In reply to questions, the witness expressed his satisfaction with the way in which the inspecting work of the Board had been received by the public. Head and assistant masters, Governing Bodies, and Local Education Authorities had frequently given evidence of their pleasure with the manner in which the inspections were conducted. The inspectors were nearly all persons who had had actual teaching experience themselves. As a rule it was essential for appointment as a Secondary School inspector that a man should have had service in Secondary Schools.

Besides the system of inspection the Board had been exercising some influence over the curricula of schools (obviously felt more by the weaker schools) by the preparation and issue of circulars dealing with certain subjects.

In these ways the Board exercised a powerful influence over the aims, methods, and standards of the schools, and in this respect had largely taken over what was the most important function of the University Local Examinations in the eyes of the founders. Great importance must be attached to the work done in that way by these examinations for many years. They did really set a standard for secondary education which was of the greatest value and which no other body was capable of setting. The Universities, however, had become less able to exercise their influence in that way, and another body (the Board of Education) had arisen which was more able to perform these functions. It must be added, however, that at the present moment, for the great majority of private Secondary Schools, the Oxford and Cambridge Locals remained practically the only standard of education actually applied, though not the only one available.

The Combination of Examination and Inspection.

The view that examination and inspection were mutually complementary had been established. It was impossible to test a school completely without the employment of both agencies. That had been brought out very clearly by the Board's experience as an Inspecting Body and was the principle upon which their plan of inspection was based. It should not be forgotten that, in a sense, inspection covered the whole ground, in that the examination system of a school was a part of the subject matter of inspection. The Board's inspection had always taken account of the system of examination employed in a school, both internal and external, and of the results, the merits, and

the defects of that system. The inspectors always called attention to a case in which the examinations were overdone; it was, in fact, upon the continued reports of the inspectors in that sense that the Board introduced into their Regulations a provision that pupils under 15 were not, without the sanction of the Board—which was very seldom given—to be submitted to external examinations.

As regards the question of combining inspection with examination, it had to be remembered that the reports of the Board's full inspections were confidential. This rule was very seldom broken, except that most of the Education Committees admitted the press to their meetings and it was impossible to prevent passages quoted in the course of a discussion from appearing in the press. There was no objection to the publication of a report so long as the whole report was published, and some Governing Bodies had shown remarkable courage in printing reports which were not entirely favourable to their schools, and in distributing copies to parents. Such cases, however, were no doubt exceptional, and the results of these inspections were not, as a rule, seen by the public. Consequently a great deal that was of value never reached the public at all, and it was very important to find some system of combined inspection and examination by means of which the public should be able to see the results of both. In this connection it was interesting to note that the inspectors were of opinion that the results of the inspection and of the examination were not in any considerable number of cases conflicting. Sometimes they were apparently conflicting; but that was only because the public did not know how to read the reports of examiners. When the results of the examinations were properly analysed they would not in many cases be found to conflict with the inspection report. It was one of the unfortunate aspects of the existing University examinations that it was very difficult for the public to estimate what was meant by the various passes and distinctions. It required a careful analysis of the subjects taken and the combinations. The Board had set their face very strongly against the employment of the Preliminary Local Examination, and had succeeded to a very large extent in persuading schools to give it up.

The result of working inspection and examination together had been to simplify the problem of examination, because it made it possible to reduce the amount of written examination in the schools. The Board's inspectors were satisfied that, where a school was regularly and effectively inspected, the examination of the school as a whole by an external examiner by means of written papers or by oral examination was not necessary or desirable. It was sufficient if that kind of examination were applied only to the upper part of the school. Further it was thought that a good deal of the existing oral examinations by external examining bodies, which seemed good

in theory and preferable to written examinations for the junior forms, were often conducted in such an unsatisfactory way as to be of less value than the ordinary written examinations. The University Examining Bodies employed a system of examining schools as a whole (not for certificates). A certain number of Forms were submitted for a written examination, and a certain number for oral examination. This latter was supposed to be better for the Junior Forms than a written examination; but in practical working it was found to be quite unsatisfactory, as, for example, in a recent case where a single examiner spent one day in examining ten Forms in a large number of subjects. As compared with that sort of thing, a system of inspection which included a certain amount of oral examination was much to be preferred.

On the other hand, the joint employment of examination and inspection to test the efficiency of a school complicated the question because of the difficulty under present conditions of bringing the inspection and examination into close relation with one another. It was very difficult for an inspecting body and an examining body which were quite independent of one another to get their systems into such relations as to have any appreciable effect on each other. The Board of Education and the various examining bodies had been making attempts to get into touch with one another, but their arrangements were quite inadequate and unsatisfactory as at present organised. With the best intentions they were not nearly as much in touch as they should be if examination and inspection were to be in proper relation.

The other point to be considered in connection with the question of combining examination and inspection was the difficulty of avoiding over-inspection. For example, the London University had instituted a system of examination for Secondary Schools, to which they admitted only those schools which had been inspected by the University. The principle of the system was very good in itself; but as many of the schools examined by the University were also under inspection by the Board, the result was that such schools were about twice as much inspected as those which did not take the examination. It might be mentioned that the establishment of this examination system by the London University, which in itself was so good, was undoubtedly an outcome of the Committee's previous report.

The Requirements as to the Examination of Schools under Schemes and under the Secondary School Regulations of the Board of Education.

(a) *Schools under Schemes.*

The provision for the utilisation of the teaching staff for the purposes of external examinations of a school was first made by the Board in Schemes for Endowed Schools in 1905, and was,

therefore, interesting not only on account of its intrinsic worth, but because it distinctly marked a change since the Consultative Committee last considered the examination question.

The common form clause, which was put into all schemes as they came up for revision, read as follows:—

"Once at least in every two years there shall be, at the cost of the Foundation, an examination of the whole of each of the upper forms of the School by, or under the direction of, a University or other examining body approved by the Board of Education, with the assistance, if the Governors think fit, of any of the teaching staff of the School; and a report thereon shall be made to the Governors, who shall send one copy of it to the Head Master and two copies to the Board of Education. Provided that the Board may, either generally or in any particular year, dispense with that examination as regards any of the upper forms.

"Once at least in every year there shall be an examination of the lower forms by the teaching staff of the School, and a report thereon shall be made to the Governors if they require it.

"An examination may be partly in writing and partly oral, or, in the lower forms, wholly oral. If in any year the School as a whole is inspected by the Board of Education, the Board may dispense with any examination for that and the following year. The Board may decide which forms shall be considered to be 'upper' and 'lower' respectively for the purposes of this clause."

This was the outcome of somewhat frequent modifications even since the provision for the teaching staff taking part in examinations was made in 1905; but the substantial alterations then made were that the Board got rid of the "examination by the curate." They insisted on an examination by a competent public examining body, and allowed the staff to take part in that examination if the Governors thought fit.

After this alteration had been made the examination still covered the whole school; but about two years later the subject came up again, for various reasons, and the inspectors advised the Board very strongly that it was not necessary to insist upon an examination of the whole school. They pointed out that the need for examinations of the lower Forms by an external body had always been a debatable question; that an oral examination by an external body, though better for the lower part of a school than a written examination by an external body, was not proving at all satisfactory; and that the whole desirability of an examination conducted periodically by an external body in any way was very much affected by the spread of inspection by the Board of Education. The Board, therefore, decided, in 1907, to relieve the schools from the obligation to have an external examination for the lower Forms. Obviously there was a difficulty in settling where to draw the line between the lower

and the upper Forms. The Board had had to solve this difficulty by reserving to themselves in cases of doubt the right to decide whether a school was effectively examined or not.

A further difficulty arose. When it was decided that the upper Forms should be submitted to an external examination, there was still the difficulty of insisting that all the upper Forms should be examined, because, as was well known, in English schools the top Form of all was frequently a special class of boys or girls doing special work, and often not doing the same special work all along the line. Frequently there was a class preparing for University scholarships and having quite enough to do to concentrate their energies on this purpose and not fit for such an examination as was in contemplation. So the Board had now reserved to themselves discretion to relieve Governing Bodies from the duty of having any particular upper Form submitted to an external examination. This was the reason for the proviso at the end of the first paragraph of the clause, that is to say: "Provided that the Board may, either "generally or in any particular year, dispense with that "examination as regards any of the upper forms." This addition was made in the latest edition of the clause, several cases having arisen a year or two ago which made it necessary. The discretionary power which it gave to the Board had been exercised in one or two cases since.

(b) *Schools under the Secondary School Regulations.*

Up till the year 1908–9 the Board's Regulations for Secondary Schools contained no provision requiring any Secondary School to be examined as a condition of grant from the Board, or even mentioning the question of examination at all, except to prohibit certain classes of children from being examined. But after making this important departure in regard to Schemes, the Board had to face the question of the treatment of schools not regulated by Schemes, but which were on the grant list. In the Regulations for 1908–9 the following clause was introduced :—

"27. . . . . The Board may at any time require that such portion of the school as they may think fit shall be submitted for examination to an Examining Body approved by them for the purpose."

This regulation as amended, and as now appearing in the current issue of the Secondary School Regulations, those for 1909–10, read as follows :—

"35. The Board may at any time require that such portion of the school as they may think fit shall be submitted for examination to an Examining Body approved by them for the purpose. Pupils under 15 years of age may not, except with the express permission of the Board, be presented for any other external examination except one comprising the whole school, or held solely for the award of scholarships or exhibitions, or

held in accordance with a Scheme made under the Endowed Schools Acts or the Charitable Trusts Acts."

It would be observed that the Board had not seen their way to insist upon an external examination of every school as a condition of being on the grant list. While, therefore, in Scheme schools the examination requirement, though made less rigid in one way, had been made more real and effective in another, in non-Scheme schools the position was, broadly speaking, permissive, though the Board had drawn attention in the prefatory memorandum to the Regulations to the utility of examinations.

It did not follow from article 35 that the age 15 was regarded as marking the dividing line between the upper and the lower school. This age was taken for the purpose of prohibiting certain pupils from being submitted to external examinations before the division into upper and lower Forms was made. No doubt, considering how much children differed in capacity, this rule would work inconveniently in many cases, if the Board applied it rigidly; but as a matter of fact they undertook to give special consideration to individual cases, and they actually did so.

(c) *The Recognition of Examining Bodies.*

Up till the present the Board had not, with one exception, recognised for the purpose of their Regulations or Schemes any examining bodies other than Universities; but the Central Welsh Board was recognised by Statute as an examining body. An application for recognition was recently received from a body of a semi-public character, and the Board replied that in view of the fact that they had not so far recognised any such body, and that the whole subject of examinations was now before the Consultative Committee, they did not propose, pending the receipt of that Committee's report, to recognise any such bodies. The witness was not prepared to say with certainty whether the Board would be prepared to accept the principle of recognising Local Education Authorities as external examining bodies. Of course, there was no power to prevent a Local Education Authority examining its own schools; but the Board were perhaps not likely to accept it as an external examining body for the purposes of the Board's Regulations.

(d) *The Co-operation of the Teaching Staff in External Examinations.*

The witness was unable to give any instance in which the assistant masters or mistresses were taking part in external examinations. No such cases had actually come under his notice, though no doubt the practice was in existence, and, indeed, Oxford and Cambridge themselves (as well as some other bodies) had provided for a system of that kind in

varying degrees. The Board would soon have proper statistical information on this point, but the demands upon the staff of the office had lately been so heavy that it was not thought worth while at this stage to have a special return prepared in regard to this matter.

The decision as to whether this method should be adopted was left to the Governing Body of the school, and it was for them to make the arrangements with the examining body chosen to conduct the examination, and to select an examining body which would consent to do it in the way they wished.

The exact manner in which the teachers' assistance would be given in the examination would depend on the system sanctioned or promoted by the examining body in each case. Some examining bodies would accept such assistance in the setting of papers but not for marking, others for marking but not setting, and possibly others for both. The Board intended their clause to include co-operation to the fullest possible extent, setting, marking, and discussing the papers both before the examination and after. They had not issued any paper giving their ideas as to how the staff might be utilised in examinations. Nor had they any experience in the matter. But they wished to give full liberty to schools themselves to try the experiment, and they felt that if they did give that liberty it would be taken as an expression of opinion in favour of trying the experiment.

It was hoped that the scheme would be of benefit to Secondary Schools not only from the educational point of view but also from the financial. One of the objections raised by Governing Bodies of the weaker schools to a University examination was the expense. The Board hoped that the expense would be reduced by the co-operation of the teachers, and in some cases it was believed that it would be. In fact, it was thought that wherever it was adopted it might be made to reduce the expense.

(e) *Oral and Practical Examinations.*

Witness believed that the method of oral examinations in certain subjects had been pretty largely adopted, including practical examinations in science. There was a greater difficulty in getting practical examinations in science than in languages, but in both cases it was a question of expense. Probably the schools and the examining bodies were both willing that the examinations should be of this kind, but somebody had to be paid.

(f) *Examination of the Lower Forms.*

It was not considered that examinations of the lower Forms of schools were desirable, even in the case of small schools. The inspectors as a body were very strongly against them, and the Board had accepted their view. It was considered better for boys and girls of that age to be examined by their own

teachers. Even where the staff was comparatively weak, the Board would rather take measures under their Regulations to secure an improvement in the staff than adopt an examination system which was defective in principle. Every full inspection included an inquiry into the method of examination in the school and its results.

The Board of Education and their inspectors had come to the conclusion that the examination of these young pupils led to too early specialisation, while the examinations, not being necessary for their educational progress, were very open to the risk of being harmful, because they distracted the attention of pupils and teachers from their regular course of work. The Board agreed that the education of a boy during the period from 12 to 15 was quite as important as the period 15 to 17, but that was not regarded as a reason for submitting him to an external examination.

It was found, moreover, that in view of the limited amount of money the schools were able to pay, the examinations were conducted in a very perfunctory manner. Often a single examiner would be sent and would spend a ridiculously short time in examining the whole school. It could not be supposed that either the schools or the examining bodies considered such a state of things satisfactory, but the school simply could not afford to pay for anything better. The view of the Board was that the lower Forms could not be adequately examined by an external body unless on a scale that would make the cost prohibitive. Under these circumstances, it was believed that this part of the school could be most effectively and best examined by their own teachers. Whether it would be *possible* for an external body, with the co-operation of the teachers and regardless of expense, to conduct such an examination satisfactorily, it was impossible to say without experience.

It had to be admitted that in the case of an Endowed School which was not under adequate inspection, the immunity of the lower Forms from any examination beyond that provided by the staff might in certain cases be a defect. But it was one of those defects that had to be faced, and the Board were on the whole finding remedies for weaknesses of this kind. They felt it was better to go ahead with the good system and work up to that, than to have various systems introduced into Schemes and then have to amend them afterwards. As a matter of fact, most Endowed Schools were still under the obligation to have the lower Forms examined, because the new clause was only inserted in Schemes as they came up for revision.

(g) *The Grouping of Schools for Examinations.*

As to whether it would be desirable to group the smaller schools for the purpose of examinations so as to decrease expense, a plan somewhat similar to this had already been adopted in some cases. There had not been time yet to be

clear whether the arrangements made by the University of London with the counties of Surrey and Middlesex to examine all the schools under the Local Education Authorities of those counties were completely successful. The Board had entered very cordially into the negotiations with the University for the purpose of facilitating those arrangements. They had made arrangements with the University to avoid over-inspection, of which there was a risk because, wisely, the University liked to combine examination and inspection. Probably the inspectors in Middlesex and Surrey would say that on the whole the system was a considerable improvement on anything the schools had had hitherto; but the time was rather short yet to say whether it was a complete success.

(h) *Inspection.*

The witness did not think the principle of associating the work of the Board's inspectors with the examination of any external examining body had ever been accepted. In answer to a question as to whether in certain cases, such as that of a school of a special experimental type, the report of the Board's inspectors and that of the examiners were likely to be in disagreement, he could not recall at the moment any case of such a school in which occasion had arisen to compare the report of inspection with that of examination. It was certainly important that an external examining body should have before it, at any rate, the written reports of the inspectors, as otherwise a school with a special curriculum was hardly likely to get full justice. That such schools were not suitably examined was not always the fault of the examining body, as was shown by a recent case in which a school was doing work of an experimental type and the Governors omitted to submit the special syllabus to the examining body.

The Board were entirely of opinion that examination and inspection should be mutually complementary; inspection and examination were needed to correct and supplement one another. It was impossible, under present administrative arrangements, for an inspector of the Board to take part in the examination of a school; but the Board had been making real efforts to bring about conferences between examining bodies and inspectors, and but for great pressure of work in bringing the new system into operation, they would have hoped to see a great deal more done in that way. Several conferences had been held with examining bodies to discuss passages in the inspection reports in which the examination results were criticised, and to draw attention to defects of a general kind in the setting of papers in certain subjects. The London University schools examining body had, with the consent of the schools in Middlesex and Surrey, been given an opportunity of seeing all the Board's inspection reports on schools in those counties.

It seemed quite feasible to try and arrange conferences between the inspectors and the examiners, and the Board were trying to move in that direction; but the inspectors were so overburdened at present with the rapid growth of the schools and other matters that a good many things had had to be deferred for the present. It was always hoped that it would be possible eventually to get a good deal more co-operation than at present between the Board as an inspecting body and the various examining bodies. For the present the Board had been obliged to limit their action generally to those cases in which some special criticism of the examinations had been made by the inspectors. There was a standing order in the office to the effect that all passages in inspection reports criticising the examinations of any particular examining body should be sent to that body. In the case of any general criticisms not directed against any particular examining body, no action would be taken.

As to the desirability of inspections being conducted by those already familiar with the school, just as in examination the Board considered it desirable to encourage a system in which the external examining body would utilise the services of those already familiar with the children and the course, so in inspection they liked to mix the element of the district inspector and others.

The Board's inspection was of two kinds: (*a*) the full inspection, with which the Board opened up their relations with a school in the first place, and which was repeated periodically. In the case of a good school this would not be held more than once in five or six years. (*b*) The inspection of the district inspector, who was supposed to visit the schools of his district from time to time and to keep in close touch with headmasters and Governing Bodies, and with what was going on. These visits might be supplemented from time to time by the visits of other inspectors—staff inspectors, specialists, or the chief inspector—who went with the object of following up suggestions made at the previous full inspection, or who might be called in by the district inspector if he suspected the need for inquiry in some department in which he was not an expert.

The List of Efficient Schools.

The Board had established a list of efficient schools, which was to be published every year. In the list the schools were arranged under the counties in which they were situated, schools in county boroughs being separated from the other schools in each county. The list included all the schools on the grant list, and also schools not on the grant list but found to be efficient in the result of a full inspection by the Board. The latter schools were distinguished in the list by being printed in italics, but were otherwise in geographical and alphabetical order, mingled with the other schools.

The general standard of efficiency for schools not in receipt of grants was, broadly speaking, that of the standard of recognition for grants. Allowance was made to a certain extent for the different aims of the schools, and the requirements as to curriculum were even more elastic than those for recognition for grants; but the Board did insist that the curriculum should represent a general liberal education. Subject to that general condition, it would be open to the Board to consider the eligibility of a school for recognition even when its curriculum did not include one of the branches of study which would be insisted upon in the case of a school earning grants.

If a school applied for inspection, and it was found efficient, it would be placed on the efficient list without any application on its part. The Board considered that they had the power and the duty to tell the public if a school they had inspected was efficient. It was not always the case that schools applied to be placed on the efficient list. What they asked for was inspection; but it was generally known that a satisfactory result of inspection would bring them on to the list.

The Board took power to inspect schools on the list from time to time as long as they were on the list. They could get their names removed from the list by refusing inspection.

When an application was received for inspection or recognition was received the first thing the Board did was to consider whether the school was *primâ facie* eligible. The case was sent to the district inspector, and he made a sufficient inquiry to settle this point. A great many applications were struck out at this first stage. The Board had, for instance, to refuse applications from preparatory schools. Some of these schools were extremely efficient, but they were not of the type of school entitled to be placed on the list because the Board could only put on this list schools which came under the definition of Secondary School given in the Regulations. Another reason for declining an application was that there were not a sufficient number of children over 16 years of age. The school must have at least 20 children over 12 years of age and of these a fair proportion over 16. Otherwise the question arose whether the place was a school at all or simply a collection of private pupils. There must be enough pupils to have an effective school organisation.

Applications were still coming in from schools wanting inspection or else wanting to be placed on the list. No doubt there were a certain number of schools that were very anxious to get on the list with a view to calling themselves recognised, quite apart from any desire for inspection. Various motives were behind the desire for a place on the list. A large proportion of those wishing for recognition for the purpose of advertisement did not succeed in their applications.

A school which had been inspected and then not placed on the Efficient List was always informed of the reasons for not

recognising it, and it was sometimes stated that if such-and-such an improvement were made or defect removed within quite a short time, a fresh application would be favourably considered. In other cases the defects were so serious that it was left to the schools themselves to apply again if they wished to when they considered that the defects had been removed. If they did this, an inspector was sent to see whether really serious attention had been paid to the report, and if he reported favourably, another inspection was ordered.

In a good many cases there was evidence that schools had derived some good from the Board's inspections, and they were grateful for the kind of recommendations made. The Board pointed out the things that were in need of improvement, but they did not go into the question of what remedies should be applied unless the schools asked them to do so. They would not, for instance, recommend a raising of fees or an alteration in the constitution of the Governing Body.

As to why certain schools, although recognised by the Board as efficient, did not receive grants, the reason was that a school could only earn grants by complying with the regulations for grant-earning schools, and in some way or other these schools did not conform to those regulations. It was not often a question of curriculum, but more generally concerned the type of Governing Body (for instance, private schools could not earn grants from the Board, though they might from Local Education Authorities), the free place requirements, and the greater degree of State control over grant-earning schools.

It was interesting in view of recent discussions of a public nature to notice that a great many boys' schools of high established reputation, outside the grant list, had submitted to inspection and been recognised, for example, Repton, Sherborne, Bedford, University College School, King's College School, Dulwich, Giggleswick, Gresham's School in Holt, Christ's Hospital, and Sedbergh. The Board, therefore, appeared to be securing the confidence of schools of a high class. Complete figures in regard to schools represented on the Headmasters' Conference were not available at the moment; but for another purpose the figures as to the Endowed Schools represented at the Conference had been obtained. They showed that there were 50 Endowed Schools represented, and that about 23 or 24 of these had already been inspected; some of these had not yet been reported on, but 18 of them would appear on the list now about to come out. This was important as showing that the list was very rapidly becoming representative of all classes of school in the country—private, endowed, first grade, lower grade, great public schools, grammar schools, private adventure schools.

The Board were hopeful that their list of efficient schools would grow until it covered quite a considerable amount of the ground. At present the number of such schools represented a

mere handful as compared with the grant schools, and were almost lost in the volume. But the addition to their number this year had been satisfactory in quantity and still more satisfactory in quality. The appearance of so many well-known schools of high reputation ought to act as an encouragement to other schools, and ought to get rid of that feeling of uneasiness in the mind of some of these high grade and non-local schools appearing on a list which was geographical in arrangement and enormously preponderating in grant-earning schools.

There were still (December, 1909) a good many of the smaller endowed schools outside the Board's list of schools recognised for grant; but the number was rapidly decreasing. Those outside generally wanted to come in, and it was generally the question of finance that kept them out, for the Board did not give the block grant to a small school unless it had an assured income from other sources.

Mr. W. C. Fletcher, Chief Inspector of Secondary Schools.

Important Note.—It is to be understood that the opinions of the Board's officials, as here given, are their private views, and must not be taken to represent the opinion or the policy of the Board. Further, the time which has elapsed since the evidence was given causes some of the statements made to be out of date.

(*Evidence given July 16th*, 1909.)

Examinations at Entrance.

Witness explained that it was necessary to distinguish between ordinary entrance examinations and scholarship examinations.

(a) *Entrance Examinations.*

In regard to the entrance examinations proper, it was to be noted that all school Schemes required an entrance examination, and although many schools were not under Schemes the vague principle of examining pupils at entrance was admitted in nearly all schools. Neither in Scheme nor non-Scheme schools, however, was the principle carried out at all thoroughly. Nearly always on the admission of a new pupil the headmaster examined him for the purpose of ascertaining his right place in the school. But the real qualifying examination, plainly contemplated by the Schemes, was rarely carried out effectively. Governing Bodies, however, were generally willing to accept the principle of such an examination, and the tendency to hold it was certainly growing. It seemed advisable to press upon schools the desirability of a real examination, which would exclude pupils not fit to take the course. At present the lower, and often the middle Forms of Secondary Schools were seriously damaged by the presence of backward pupils of relatively advanced age.

The fact that many pupils came to Secondary Schools very ill-prepared was due partly to the attendance of boys and girls at inferior private schools, or sometimes to their total neglect during early years. This difficulty was extremely hard to overcome; but the proportion of Secondary School pupils who came from private schools was not so very important. In March, 1907, it was found that more than fifty per cent. of the pupils came from Public Elementary Schools, and probably since that date the proportion had increased. The remainder had been educated either at home, in the preparatory departments of Secondary Schools (and a considerable number of Secondary Schools had pupils in such departments from 8 years of age upwards), or in private schools. With regard to those who came at 14 or 15 from Public Elementary Schools, it was felt that they would have been much more manageable, and have been in a better position intellectually, if they had come earlier; for in many Elementary Schools, owing to the system of classification, adequate attention could not be given to the older children, who consequently "marked time."

It would undoubtedly be to the immediate advantage of the schools that the very backward children should be excluded. On the other hand, it was necessary that the backward ones should be educated, and the question of imposing a strict entrance examination had therefore to be considered very carefully.

There was the further difficulty that pupils coming from private schools would as a rule pay fees in the Secondary School, and there were very few schools in a position to refuse fee-paying scholars. In a few schools where there were several applicants for every vacancy the institution of a competitive examination had shown at once in the increased efficiency of the schools. In London, however, this policy in regard to the best schools had had the effect of tending to cause the weaker pupils to accumulate in one or two schools. At the worst this was very injurious to the schools; but often the effect was confined to the lower part of the schools.

But while having due regard to these considerations it was certainly desirable that more should be done in the direction of excluding incapable scholars who were at present admitted for purely financial reasons. An entrance examination, in addition to its immediate effect on the efficiency of a school, also helped to make parents realise that there was a proper time for sending their children to school, and that they could not be taken in at any time. At present parents were sometimes and not unnaturally induced by the teachers both of private schools and of Public Elementary Schools to keep their children there after they should have started in the Secondary School. It was easier to deal with the difficulty in the latter case because more pressure could there be brought to bear.

(b) *Scholarship Examinations.*

When the system of Secondary School scholarships was first instituted, the scholarships were to a large extent taken by children about 14, and in the case of intending pupil teachers at 15 to 16. There had since been a progressive tendency to lower the age everywhere, and in London the age was now from 11½ to 12½, the majority of pupils entering under 12. That was coming to be the dominant state of things in schools of the type recognised under the Board's Regulations. Even as regards the pupil teachers, the tendency was to select them from the scholars who had taken scholarships and passed on to Secondary Schools at an early age. In the Public Schools, however, the scholarship age and that for general entrance was still about 14; but owing to the existence of special Preparatory Schools that was a totally different question.

As to the number of scholarships granted, it still represented but a very small proportion of the pupils at the tops of the Elementary Schools; but it was a question whether it was not a large proportion of the number who ought to pass on. There was a strong impression in London, at any rate, that the number of scholarships was quite sufficient to provide for all those who were really fit to go on to Secondary Schools. It was thought that some pupils would be better provided for by staying in Public Elementary Schools till 14 or 15 than by going on to Secondary Schools. The question had to be considered on economic as well as intellectual grounds. Some parents could not afford to keep their children at Secondary Schools, even with free tuition and maintenance, because of the loss of wages involved. On the other hand, very many pupils got scholarships who could well afford to do without them. One of the unfortunate developments of the rule by which the 25 per cent. of free places were restricted to children from Public Elementary Schools was that there were cases of children who had started their schooling in preparatory departments being transferred to Public Elementary Schools in order to qualify for a free place in a Secondary School. In other cases, in a good residential neighbourhood, a Public Elementary School had been practically captured by comparatively well-to-do people, whose children were able to take all the free places in the Secondary Schools. In Liverpool many years ago it had been found necessary for this reason to grade the Elementary Schools into three groups, and to reserve a certain number of scholarships for children in two of these groups, because the pupils in them could not hope to compete successfully with those in the other schools. Even so it was difficult to get candidates from the poorest localities.

The provision of scholarships varied very much in different places. In one or two counties the provision was very scanty; but, on the whole, there was not much ground for complaint. Where the provision was small, it was generally because the

demand also was small. As regards maintenance allowances as distinct from free education scholarships, there were a good many counties where none at all were granted, and there was a decided tendency to restrict these allowances. In some places they were scarcely ever given to any but the older scholars, and then only after special inquiry in each individual case.

(c) *Character of Entrance and Scholarship Examinations.*

As regards the method of examination, an entrance examination pure and simple should be conducted by the ordinary school staff, and when the children were young it should be purely oral. As to the scholarship examinations, in the early days, when the age for taking them was rather high, the examination was pretty general in character; but as the age had been reduced it had been realised that a more restricted examination was better. Now the examination was generally confined to English and arithmetic, the former paper avoiding all special points of grammar. The general aim was to test as far as possible general intelligence and power to realise and express things intelligibly. There was a great danger of cramming when such subjects as history and geography were included. The examination was conducted by the Local Education Authorities. The teachers recommended the candidates, but had no part in the examination itself. There were a few places (as in Cornwall and the West Riding) where a personal interview with the candidates took place and definitely influenced the result. Where such a system could be worked thoroughly it was of great value; but it was difficult owing to the large number of candidates. A medical inspection, both of physique and of senses, was of great importance.

Examinations during School Life and on Leaving School.

(a) *The General Position.*

Witness said that it was impossible to draw a hard and fast line between examinations during school life and those taken at the time of leaving. Pupils took certain examinations when they were ready for them, which might be at the moment of leaving school or before. The position was much the same as when the Committee investigated the question a few years ago. The University Local examinations were still very largely used and dominated all the rest.

In most schools some examination was taken; but there were many which did not take any in a systematic fashion. Some of the newer municipal schools were rather inclined to do without examinations. The Board felt it was necessary that schools should take some test, and the Regulations contained a clause empowering them to demand it.

The principal examinations for which Secondary School pupils entered at present were the Preliminary, the Junior, the Senior, and the Higher Locals, and the various Matriculation examinations. The College of Preceptors examinations were sometimes preferred because the fees were only half as much as those of the University examinations; they were also reported to be slightly easier. Probably the University Preliminary Locals corresponded generally with the Third Class of the College of Preceptors. Examinations were also held by some of the professional bodies.

A very large number of schools, particularly the smaller and weaker schools, were still dominated by the desire of securing successes in examinations. The public were inclined to judge a school by the number of examination successes it obtained. Consequently it was difficult to induce a school to forego these examinations and thus handicap itself in competing with other schools. As a matter of fact, in view of the extreme lowness of the minimum qualifications for obtaining a certificate in the Local examinations, a mere list of successes was not of the slightest value.

It was most desirable to get rid of the competition between examining bodies, which was bound to force down the standard. The Board of Education strongly deprecated the public examination of the younger scholars. A friendly settlement might be arrived at with the Universities; but that might necessitate some financial adjustment. The Universities would say they could not afford to raise the minimum standard of examination because it would drive away so many candidates that the examinations would no longer pay their way. It would therefore be necessary to raise the fees, or as an alternative the Board might make it a condition of their grants that schools should send in for examination the whole of certain Forms instead of only picked pupils, the University making an inclusive charge for the whole lot. This would be less likely to lead to cramming than the present practice. It was no test of a school to examine selected pupils; but some test to supplement inspection was necessary. Neither examination nor inspection was sufficient by itself.

(b) *The Need for Examinations.*

It was generally agreed that some leaving examination was necessary, though "leaving examination" was not a very satisfactory title. So many boys left school at a comparatively early age that it might be desirable to have two examinations, both of the same character, one to be taken a year or two years earlier than the other. All the newer examining bodies had gone on these lines. Meanwhile the Matriculation examinations served the purpose of the higher of these examinations, and, practically speaking, they could be made to serve all essential school purposes. Most schools at present could reach the

standard of these examinations. Boys could pass as a rule at 16, and girls at 17 or 18. In the better schools the boys and sometimes the girls took the Matriculation examination long before they left, and then went on with other work. Such pupils either took papers additional to Matriculation, or the Intermediate Degree Examination or Special Scholarship Examination—but all this lay above the scope of the general examination required for all.

The confusion arising from the use in schools of examinations intended to be taken in the Universities was certainly unfortunate. This was, however, mainly a question of nomenclature; the examinations themselves were often not unsuitable for the purpose. The method of the northern Universities was probably more reasonable. There pupils took the Matriculation examination and afterwards took Higher Papers supplementary to Matriculation; they did not attempt the Intermediate.

There was a distinct necessity for an examination that could be taken by the average boy at about the age of 16, and would exempt from all preliminary professional examinations and from University entrance examinations. Such an examination, which would be of about the standard of Matriculation, should be taken by the whole of the Fifth or Lower Sixth Form. Pupils remaining at school after passing this examination would go on with more specialised work. The only examination plainly needed above this was for scholarship purposes. Those who stayed at school to do work corresponding to the Intermediate stage of the Universities ought not to need the encouragement of another examination; but, if desired, they might be allowed to take higher papers as an addition to the first examination.

As regards the need for examinations of a less advanced stage than Matriculation, the Oxford and Cambridge Junior Local examinations were certainly useful as a check upon the work of schools, possibly even the Preliminary in the case of isolated weak schools which were outside any influence other than that of the immediate staff of the schools. These examinations were often used, however, simply as a means of getting boys into training for examinations. It was not necessary to have both the Senior and Junior Locals, except that the latter provided an easy way for the weak boy to get into the professions. But then when the test became so easy as that it was a question whether it was worth while having any examination at all. The same remarks applied to the preliminary examinations conducted by certain professional bodies, none of which were of a superior calibre to the Matriculation. Probably, however, the difficulty of the professional examinations was not so very serious. The real trouble arose from the Junior Local and the College of Preceptors examinations. The question was whether an examination at 15, as well as one at 16, was advisable. The witness was inclined to think that if a school was under inspection and was reasonably efficient, the Matriculation examination was all that was needed. Such examination must apply to the

whole of certain Forms and not to selected individuals. Certificates would be given to those who passed, and a report on the results of the examination as a whole would form a most useful supplement to the inspection.

(c) *Co-operation between Examining and Inspecting Bodies.*

A very important question was how far the examination and inspection could be carried on by the same body. Some of the Universities were trying to combine the two functions; but it was doubtful whether this had been successful. In theory it was ideal that the person who examined a school should have become acquainted with its conditions by inspection, but when it came to a huge system covering the whole country, or even a province, it would not work. Probably it would be impracticable for the inspecting and examining bodies to be identical; but there ought to be a great deal of co-operation, and this had been secured in some instances.

Mr. F. H. B. DALE, H.M. Inspector of Public Elementary Schools and Training Colleges; formerly one of the Board of Education's Chief Examiners.

Important Note.—It is to be understood that the opinions of the Board's officials, as here given, are their private views, and must not be taken to represent the opinion or the policy of the Board. Further, the time which has elapsed since the evidence was given causes some of the statements made to be out of date.

(*Evidence given July 14th*, 1910.)

REASONS FOR DEFECTS IN THE EXAMINATION SYSTEM.

The witness was of opinion that the neglect of two vital considerations was responsible for most, if not all, the past complaints against examinations of Secondary Schools. These considerations were:—

(i) That examining was a special job, needing skill, thought and experience like any other profession. Insufficient trouble was taken in the selection and training of examiners. When the witness began examining, he had absolutely no training for the work, nor any means of obtaining it. The idea was far too common that anybody could examine without trouble or need of training.

(ii) That the examination of schools must be intimately connected with the inspection of them. Hitherto most examinations had been conducted by bodies who only examined. The Board of Education's Certificate examinations formed an exception to the general custom, a close connection having been there established between inspection and examination.

Conduct of the Board of Education's Examinations. The Value of Combining Inspection and Examination.

The Board placed the principal direction and responsibility for the conduct of their examinations in the hands of a body of inspectors, who had an intimate knowledge of the institutions and people to be examined. This was a fairly large body altogether, but was divided into sub-committees according to the individual qualifications of the inspectors in particular subjects. Each sub-committee was responsible for the preparation of papers in its own subject, and, as a member of each, was the Chief Examiner who was responsible to the Board for the proper marking of the papers. Not every examiner in a large examination was necessarily an inspector of the particular type of school examined, but all the examiners were subordinate to the Chief Examiner, who got to know very accurately what the real abilities of his assistants were.

This system had two good results :—

(*a*) It kept the examiners in constant touch with the kind of work done in the schools, and made it practically impossible to set unsuitable questions, because the papers prepared by the Chief Examiner were always criticised by the sub-committee of inspectors who at once drew attention to anything at all inconsistent with the methods current in the schools.

(*b*) In the marking of worked papers similar considerations applied, the inspectors knowing at once whether the pass standard proposed by the Chief Examiner was such as the schools could reasonably be expected to reach.

In the case of the Training College Examination, when the papers had been marked, the examiner of the particular paper forwarded his report upon the work of the institution to the Chief Examiner. These reports were not sent to the Governing Bodies of the Training Colleges, but to the inspector of the College for communication to the Principal and the staff. They were of great use to the inspector in enabling him to assess the effectiveness of individual teachers, for his own inspection was concerned with that matter to a less degree than the public thought ; he had all sorts of topics besides to consider, *e.g.*, the general conditions of the College, the premises, organisation, games, &c. But even if he had only that one question to deal with, it would still be extremely difficult for him—and the more advanced the education given, the more difficult it would be—without a report of examination to form a really satisfactory judgment of the effectiveness and ability of a teacher. The inspector in the limited time at his disposal could pick out a teacher who did not know his subject and also one who showed

exceptional brilliance. In these comparatively rare cases he would be certain of his ground; but with an ordinary teacher, although by looking at note books and listening to a lecture the inspector could judge whether the teacher knew his subject and was conducting his courses sensibly, he could not tell what stimulus that teacher imparted to his pupils. For this very reason examiners' reports had occasionally modified opinions the witness had formed as an inspector—opinions sometimes too favourable, and sometimes not favourable enough in view of the teacher's undoubted influence over his pupils.

Again, even where one suspected that the work was not very satisfactory, the examiner's report gave a definite lead as to where the fault might be.

For these reasons the witness regarded examination as a necessary complement of inspection in all institutions for higher education. It made inspection much fairer to individual teachers and much more useful to the schools.

On the other hand, examination reports were subordinate to inspection in the sense that they could only be interpreted by the inspector in the light of his knowledge of the school. Accordingly, as had been said, the reports of examiners of Training Colleges were not sent to Governing Bodies, and this had prevented them attaining the undue importance they had reached in schools. The final verdict on a Training College was that of an inspector reporting to the Board. It was his duty in so doing to take into account the report of examination and to tell the Board what importance was to be attached to that report, for bad results might be due either to bad teaching or to special disadvantages under which the particular institution laboured—*e.g.*, its material might be unusually bad.

The inspector also had another function that the examiner could not enter into, of taking account of sides of the school or college life that could not be examined. The verdict on the school should take account of the results of inspection as well as of examination.

It would be seen, therefore, what a great advantage there was in this system of having an examination before inspection and yet keeping it subordinate to inspection in the end. It provided the fairest method of assessing the work of the schools. If this principle had always been acted upon—of combining inspection and examination and incorporating the results of the latter in the report of the former—there would not have been so many complaints in regard to examinations, such as that subjects of examination tended to assume undue importance, and that Governing Bodies estimated the work of a school on examination results alone.

Finally, another important function of the inspector in relation to examination was that he could very largely stop cramming, which was to a considerable extent due to the fact that schools were examined without being inspected, and that,

without the inspector's check, subjects were neglected and unsuitable methods used. As a specific instance of this, in a North of England Secondary School, the inspector found that, because in the English paper questions were always asked as to what was known about certain characters in fiction, the teacher was taking his pupils through all the well known characters in Scott's novels and giving a short abstract of each. This was a good example because it was not only absurd but defeated its own ends.

Practical Difficulties of Examination.

(a) *Two Classes of Subject.*

Witness pointed out that subjects of examination fell into two classes—(i) subjects in which a candidate could produce a result or exercise that could be sent about, and (ii) those in which the result was quite inseparable from the process.

Under (i) were included English, mathematics, the *writing* of foreign languages, history and geography; and also drawing, needlework, and handicraft when the examination took the form of making candidates produce an exercise.

Under (ii) were the *speaking* of foreign languages, practical music, physical exercises, natural science in the modern form with an experimental and practical basis. (It was on the whole the opinion of the Board's examiners that drawing, needlework, and handicraft were better examined orally; but in actual fact they were now in some examinations examined by means of exercises.)

(b) *Difficulties of an Oral Examination of large numbers of Candidates.*

Clearly, the subjects under (ii) must be examined orally if at all. The witness, however, had no hesitation in saying that the oral examination of large numbers of candidates was impossible on account of its practical difficulty. The objections, of which the principal ones were the following, appeared to be quite insuperable:—

(i) The time required and the excessive expense of examiners. If a quarter of an hour (really quite insufficient) were allowed for each candidate, it would take ten examiners five days of six hours each to examine twelve hundred candidates. But for the Preliminary Examination alone there were nearly twenty thousand entries in 1908. It would not be possible to get sufficient examiners for the oral examination of such a number as this, or if they could be found, they would be bound to include some inferior people.

(ii) The divergence of standard between external examiners. There was no means of checking this, and the larger the number of examiners the greater was the diver-

gence. Some years ago the Board used to examine orally in English and give marks to individual candidates for reading and recitation (actual numerical marks). An inquiry was made into the results, and a table was prepared showing the average mark given by thirty different inspectors. These marks were found to vary anywhere between fifty and ninety per cent. Even in a written examination, one man varied from another to such an extent that it was extremely difficult to get uniformity. In an oral examination the difficulty was insuperable.

(iii) Another difficulty was the insufficient time that could be given to each individual candidate. Most oral examinations were very unsatisfactory, because the examiner could only give ten minutes or a quarter of an hour to each one, and with so small amount of time, the result depended on the chance whether the questions asked happened to come within the pupil's range of knowledge. An oral examination was excellent when a whole hour could be given to one candidate; but it was very difficult to do it satisfactorily in a quarter of an hour.

It was quite true that the Board examined teaching, music, physical exercises in Training Colleges. But that examination was spread over a whole year, and even now, with the small number of Training Colleges, the time required was so great that the Board were thinking of holding the examination only once in two years. In the second place it was done by sample. That is to say, the colleges really examined their own students, and the Board's inspectors only checked their results and compared them as well as they could with one another. Supposing, for instance, there were eighty students in a college, the inspector would not examine them all, but would select ten or fifteen of them at random, and after hearing them, would use the experience so gained in checking the results obtained by the college itself from its examination of all the students.

The possibility of the whole of this system depended on the number of colleges being comparatively small and the number of examiners correspondingly small. The largest number of examiners in any subject was in teaching, where it was six. Even here, though the greatest care was taken, slight discrepancies arose; but supposing the number of colleges increased so that there had to be five times as many inspectors, the system would be bound to break down. This was a difficulty in any proposal for the examination of pupils in schools by visiting examiners. There were over eight hundred Secondary Schools under the Board of Education, and though the number of candidates put forward from these schools would vary it was obvious that a large number of visiting examiners would be

necessary. Under these circumstances it would be impossible to check the divergencies of standard, and it was fairly certain that it would be known that this divergence existed, and there would be constant complaints that one district was treated more favourably than another.

If a system on these lines was worked satisfactorily in Scotland, that really did not affect the question, because the number of schools was so much smaller in Scotland than in this country. The schools of the country being split up into groups (as they would have to be for such a system), witness was convinced that even if some uniformity of standard could be achieved amongst the schools of a single group, equality between the different groups could never be secured.

In the case of modern languages, witness would have thought there was a value in a test of written work apart from any necessity for an oral examination. There was less value in an examination in the theory of music without a practical test. In so far, however, as the proficiency of individuals could not be adequately assessed in certain subjects, these subjects were only in the same position as some very much more important things—*e.g.*, the training of character. But although with a large number of candidates it was impossible to allot individual marks in respect of certain important features of school work, the general proficiency of the school in matters not covered by examination could be secured by inspection. The inspector would immediately draw attention, for example, to the neglect of pronunciation in language teaching or to the unsatisfactory treatment of handicraft.

(c) *The Difficulties of a Written Examination of large numbers of Candidates.*

The primary difficulty in any large written examination was that there must be employed a large number of examiners whose standards, for various reasons, were certain to differ. The methods adopted by the Board after considerable experience, in order to secure as far as possible equality of standard, were as follows.

In each subject there was a Chief Examiner, and in a large subject such as English there was an Assistant Chief Examiner. The worked papers were divided up amongst assistant examiners, of whom there were about thirty or forty in each subject. Each of these assistants sent in a batch of twenty or thirty marked papers to the Chief Examiner who re-marked and returned them to the assistant. The latter was then able to see on each question whether his standard was wrong. Everything in an examination depended on detail: it was not sufficient merely to tell a man his standard was too high or too low. After this the assistants sent in, for every packet of papers they marked, various particulars as to the number and percentage of papers the marks awarded for which fell within

certain limits; from this the Chief Examiner could readily compare the marking of the different assistants. When all the papers had been marked the Chief Examiner (or Examiners) again went over the papers of all his assistants to see how far they had followed his original directions. He then decided in the case of each assistant whether that man's marking should be raised or lowered, and if so by what percentage.

The Chief Examiner then fixed the mark above which candidates were to pass and below which they should fail. All the papers round about that mark to the number of some hundreds were collected, and the Chief Examiner with the help of three or four of the best inspectors sitting together went through these papers individually and discussed them on the spot.

Under this system it was possible to secure fairness, even with a large number of candidates, so long as the examination was a "pass" examination only, and the candidates did not have to be arranged in order of merit. The moment a competitive element was introduced the work of the Chief Examiner would become impossible, because the number of possible mistakes by his assistants was so enormous that it would be quite impossible for him to check them.

Another system, which the Board had abandoned, was to classify successful candidates into three grades. This was excessively difficult in an examination comprising a large number of subjects, and was very unfair in its results, because of the divergence of standard between the Chief Examiners in different subjects and the consequent variation in the range of marks given. When all the marks of each candidate in his several subjects were added together, it was obvious that a great deal depended on what subjects he had taken, that is to say, whether the range of marks in the particular subjects chosen by him was high or low. Such a system tended to give preference to those candidates who did fairly well in many subjects and did not give enough credit to those who were really good in two or three subjects.

The best system for a large number of candidates appeared to be that of the Board, which allowed for a pass or distinction in each subject separately and did not arrange even the distinguished candidates in order of merit.

As for the award of scholarships on the results of a large examination, this was to be most strongly condemned unless the number of scholarships was very large, as in the case of "King's Scholarships"—to use the old term for success in the competition for entrance to a Training College.

Leaving Examinations in Secondary Schools.

Witness was in favour of having a leaving examination of a general character at about the age of sixteen, and another one later on when the work was more specialised.

(a) *The Subjects for a General Leaving Examination.*

The advisability of any general leaving examination for Secondary Schools depended ultimately on the educational question whether there were or were not certain fundamental subjects in which a minimum standard must be reached before specialisation began—*e.g.*, English, Mathematics, Science, and possibly one foreign language. Though a person might be quite well educated who had studied none of these things, his was not the type of education that was called secondary. At the same time, in a general leaving examination it was probably better not to lay down too definitely what subjects should be taken (beyond these fundamental ones) because there was so much uncertainty in this matter. For instance, the question whether Latin was or was not an essential subject in a secondary curriculum was a source of endless disputes.

(b) *The Character of the Papers.*

The extent to which the methods of teaching were fettered by examinations depended entirely on the nature of the examination papers. The principles which should, in the witness' opinion, be observed in an examination for pupils of about the age of 16 were as follows:—

(i) An examination paper, where specialisation had not yet begun, should have for its aims the testing of (*a*) capacity, and (*b*) knowledge not of facts but of principles.

(ii) In a large pass examination the papers should be of a kind that a good candidate could take "in his stride." Otherwise, there was the perpetual danger that the time of the school would be spent in working up the backward boys while the clever ones were neglected.

(iii) Set books should not be used in an examination of this kind. The witness had changed his own opinion on this subject as the result of experience. He began with a prejudice in favour of set books; but had now come to the conclusion that he was wrong—at any rate in the case of an examination at the age of fifteen or sixteen. The moment set books were placed in the examination syllabus, nothing else was read in the schools, and even these particular books were read in quite a wrong way—every portion being learnt in detail in case it should be selected by the examiners. The detailed study of set books came in the specialised period after the age of sixteen.

(iv) The syllabus should be of quite a general nature. But here again a question of practical difficulty came in. The examination had to be so framed as to fit a

large number of schools differing in their circumstances. The only way to do that was by setting a general paper compatible with any reasonable method of teaching and requiring only the minimum result. It was quite true that each school ought to be allowed to settle its own course according to its circumstances. It should be allowed, for instance, to select its own books in English; but with a large number of schools it was impossible to set a special paper on the books chosen by each particular school. It was, however, possible to set a general paper for which it did not matter what books were taken so long as there were some of the right kind. In mathematics, too, it did not signify what text-books were used so long as the pupil understood his subject. Experience in fact showed that such general papers could be set, and did not hamper the teaching.

(c) *The Co-operation of the Teachers in a School Examination.*

The witness was of opinion that in a general examination for pupils of fifteen or sixteen years of age the teachers should take no part in the setting or marking of the papers. In the specialised examinations above this, the position was different, and the teacher must come in. But as regards the general examination, there were several grave objections to such a plan.

In the first place teachers and schools varied enormously. If only picked teachers were used the difficulty would be less; but there were quite a number of Secondary Schools in which the teachers were not able to *examine* well, however good they might be as *teachers*, and in such cases, even if there were an external examiner as well, it would be extremely difficult for him to overrule the teacher. The inequality of the teachers over the field covered by a large examination was so great that it would be quite impracticable to lay down any general rule as to their taking part in the examination. But witness would be prepared to accept a proposal that in certain particular schools the teachers should be allowed to co-operate in the examination. One valuable function of the examination would be lost, however, by such a system, even if only confined to the best schools, viz., the suggestiveness to the teachers of a good examination paper. The external examiner going round as an inspector to different schools picked up valuable ideas from the best teachers, and one of his chief aims should be to set a paper which reflected these ideas and thus circulated them amongst the poorer teachers.

For these reasons the witness did not think the present time was ripe for the introduction of a system under which teachers helped to set and mark the papers, though he thought it conceivable that in the future something of this sort might be done.

Even now, however, he considered that teachers should be brought into the examinations in the following ways:—

(i) After every examination there ought to be some means of bringing the examining body into conference with the ablest teachers of the schools where the examination had been held. A convenient plan would be to have a small committee of the best headmasters and headmistresses who would submit criticisms on the papers and the results, and then confer with the examiners.

(ii) Each teacher might be asked to send up before the examination a list of his pupils in what he considered their order of merit. This was done in the Board of Education's Training College Examinations, and the list proved a very useful corrective to the examiner and also afforded an excellent test of the efficiency of the colleges. In the best colleges the placing of the students (allowing for inevitable exceptions) practically coincided with that arrived at through the examination; in other colleges it was obvious that the teachers were not capable of examining.

Mr. J. W. HEADLAM, H.M. Inspector of Secondary Schools.

Important Note.—**It is to be understood that the opinions of the Board's officials, as here given, are their private views, and must not be taken to represent the opinion or the policy of the Board. Further, the time which has elapsed since the evidence was given causes some of the statements made to be out of date.**

(*Evidence given July 16th*, 1909.)

EXAMINATIONS AT ENTRANCE.

(a) *Examinations qualifying for Admission.*

The witness stated that most school Schemes contained a clause requiring an entrance examination graduated according to age.

One of the gravest difficulties in connection with Secondary Schools was that boys entered at the age of 14 or 15 quite unprepared to take the place they should, having regard to their age. In a considerable number of cases there was no reason for such a condition of things. Boys living in towns might perfectly well have entered the Secondary School at 10 or 12 years of age. The Board had, therefore, brought pressure to bear upon schools to carry out the provisions of the Scheme and institute entrance examinations, and some progress was being made and much help was being given by the Local Education Authorities.

The difficulty did not arise only with boys from Public Elementary Schools, but also with those from private schools. Some private schools tried to keep the pupils as long as they could, and the fact that they were able to do so was the fault of

the management of the Endowed Schools, which had not carried out the clause requiring an entrance examination. Schools were always strongly advised by the Board to draw attention on the prospectus to this requirement. When a boy came later than 12 the examination should be much more severe, and the worst pupils should be rejected. Not until this was done would people begin to realise the meaning of it. Local Education Authorities were helping in the newer schools by definitely fixing 12 as the latest age for entrance, and people were now beginning to understand that if a boy was to go to a Secondary School he should go not later than 12. A considerable improvement was certainly beginning to make itself felt.

(b) *Scholarship Examinations.*

The great majority of the scholarships at Secondary Schools were earmarked for pupils from Public Elementary Schools. A few years ago pupils passed from the Elementary to the Secondary Schools up to the age of 14. Now most Local Education Authorities were reducing the age to 12 or even lower.

The whole question of scholarships was very closely affected by the new free place regulations, because in many cases a free place was more valuable than a scholarship owing to the fact that the latter was liable to be taken away if progress was not satisfactory, while a free place gave the right to complete free education throughout the school. The standard for free places was not equal to that of the scholarship examinations, and many boys and girls received free places when they would not have obtained a scholarship.

(c) *Difference in Standards of Attainment for Admission as between Fee-paying and Scholarship Pupils.*

In answer to questions, witness said that in his opinion the policy of having different standards of admission for the scholarship and for the fee-paying pupils was quite justified. In the case of a small country town, for instance, the Grammar School had hitherto been regarded as a proper place of education for the children of the smaller professional men, who were able to pay for their children's education, and it would be very hard to exclude such children from that school in the event of their failing to come up to a standard of work expected of scholarship holders. Many of them could not commence wage-earning work till the age of 16 or 17, and public policy therefore required that they should be allowed to remain at school. On the other hand, if it were the case of a boy who, had he not received a place in a Secondary School would have begun his trade at the age of 14 or 15, but who happened to possess no capacity for academic study, and was obviously not suited to profit by a course at a Secondary School, such a boy would do

better by entering at an early age upon his future occupation, than by spending two or three further years at a Secondary School.

(d) *Character of Examination.*

The mode of examination for scholarships had not changed much in recent years. Papers were set in subjects which candidates coming from Elementary Schools might be expected to know. In the West Riding, however, a personal interview had been introduced as a part of the examination.

One thing upon which advice was badly needed was the standard which pupils coming at the age of (say) 12, from Public Elementary Schools, might be expected to have reached, because the whole organisation of the curriculum must depend on the degree of attainments possessed at the start. It would appear that at present some of the Secondary Schools were attempting to teach more than it was possible for the pupils to learn, in view of the very small amount of knowledge they had, and especially when they came at 12. It was not fair to screw up the standard too much. It was difficult to bring pupils up to a good Matriculation standard in all the subjects of the curriculum in the time available when all the subjects of higher education were begun at 12 or later. It was not only a question of capacity, but also the fact that the normal Secondary School curriculum included subjects from an early age which were not generally taken in Public Elementary Schools, *e.g.*, languages, mathematics, and science. Pupils also entered at 12 knowing in some cases nothing whatever even of English grammar. This made the teaching of foreign languages very difficult. The question was mixed up with many bigger economic and political questions; but from the point of view of the Secondary School it was desirable to start secondary subjects at 10. Then French might be begun at 10 or 11, and Latin at 12 or 13, thus commencing the secondary subjects one after another instead of having to begin them all at once. If it was impossible to transfer all pupils at 10, then it was certainly not fair to sacrifice the whole education of those pupils who did come at that age. If the Public Elementary Schools could provide rather more advanced arithmetic, practical geometry, and thoroughly good English work up to 12, it might be possible to get over the difficulty about foreign languages.

EXAMINATIONS DURING AND AT END OF SCHOOL LIFE.

(a) *General Position.*

The University Preliminary Local Examinations, taken at the age of 13 or 14, were now seldom used in Secondary Schools, the Board having set their face strongly against them. With regard to the Junior Locals, the normal age for which was 15, a good deal of difference of opinion existed, and they were still maintained to a large extent.

Such examinations were often started in the first place by the pressure of the parents, who wanted to see some results from their children's schooling. This was a quite fair demand, but they should be encouraged to wait until the pupil was a little older. Members of Local Authorities were not so insistent upon examination tests as they used to be, being much more ready to look upon things from an educational point of view. On the other hand, some head masters and mistresses were desirous of having examinations on the ground that they encouraged the pupils to work. As a general rule, a large, well-arranged school, with good staff and organisation, ought to be able to manage its own examinations up to the age of 16. But there was a good deal to be said for the contention that in small country Grammar Schools an outside examination was desirable, even for younger boys, in order to show what progress the pupils were making in comparison with those of other schools.

As regards the internal examinations, it was probably better, instead of terminal examinations, to have two examinations in the year, one at Christmas and the other at Midsummer, the latter being the more important.

The policy of having no external examinations for pupils under 16 now met with considerable support. The desire of schools to pile up a huge list of successes on their prospectuses was, so far as the schools with which the Board came in contact were concerned, rapidly passing away. In the old days they needed some examination as a means of telling what progress was being made; but now that the Board inspected them, the difficulty of examinations below 16 seemed to be disappearing.

(b) *Character of Examination.*

School examinations need not necessarily be entirely paper tests. In some subjects it was very difficult to devise anything else; but in others set papers alone formed a very imperfect and sometimes even harmful test.

As regards the question of bringing the teacher into the examination, this was done to some extent in the London University examination, for which papers set by the teachers were criticised by the examiners. Witness considered that the bracing and hardening effect upon a school of a mechanical test by an external authority was often good, and he was a little anxious about the result of softening the test by securing the co-operation of the teacher.

(c) *Co-operation between Inspecting and Examining Bodies.*

From the point of view of the inspectors a certain, very limited, amount of examination was of extreme value, as it brought them into immediate relationship with the minds of the pupils, and made them conscious of their own limitations. But it was doubtful how far the two functions of inspection

and examination could usefully be performed by the same body. It seemed to him that the duty of the Board was not so much to examine the pupils as to supervise the whole work of the school, including the examination. The Board, as the inspecting body, could in his opinion do more good by watching, and, if necessary, criticising the examinations, than by doing the examining themselves.

The present system, by which there was a number of alternative examinations which could be taken by the school, seemed to be working out well, especially now that most Universities and other bodies were more willing to recognise each other's examinations. In those cases where the examinations were not satisfactory, the Board could do a good deal to bring pressure to bear on the examining authority, and there was a great improvement in the examination syllabuses.

Mr. T. W. PHILLIPS, H.M. Inspector of Secondary Schools.

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(*Evidence given July 16th*, 1909.)

EXAMINATIONS AT ENTRANCE.

(a) *Examinations qualifying for Admission.*

Witness stated that apart from the scholarship examinations there was no examination for entrance to Secondary Schools in Cornwall and Devon, except such as was necessary for classifying the pupils. This latter examination was not in any way competitive and never resulted in the rejection of pupils. The absence of an examination was undoubtedly telling rather seriously upon the schools in Cornwall, where boys were often admitted at an unduly advanced age from poor country Elementary Schools. Some of these boys, entering at about 14 or 15 years of age, were unable to take the work of any but the first Form, where the majority of the pupils were about 9 or 10 years old. There ought to be a test to exclude boys (in their own interests) who would obviously not be suitable for the Secondary School, and it should not be a mere paper test. Witness agreed that some of the boys who under present conditions were out of place in a Secondary School might yet be good at manual work. It might be desirable to admit such boys to special courses; but in the ordinary course they were only a drag on the other pupils. There were, however, others who were not good even at manual work; and it was very depressing for these lads to be set to work with others, with whom they

were unable to keep pace. The general tendency, however, was for matters to improve in this respect.

(b) *Scholarship Examinations.*

The scholarship scheme in Cornwall was being re-organised. Administration of secondary education was highly centralised. The County Schools were under the direct control of the County Authority, and though each school had its Governing Body that body had only limited responsibility. Consequently, the scholarship examination was a county organisation, and not a separate school organisation. The original plan had been to have certain minor scholarships open to the whole county, and it did not follow that any given school would have its full quota. The Board pressed the Local Authority to give equal treatment to all schools in connection with the twenty-five per cent. rule, and the Authority had now adopted a system of setting apart for each school a certain percentage of scholarships. The County Authority would have before them the results of the examination and would select from the list of candidates such pupils in each district as were clearly deserving of scholarships. These would be appointed straight away. If this did not complete the number of scholarships allotted to the particular school, a subsidiary list would be formed of the next best of the candidates, from which the local Governing Body would be required to select a sufficient number to fill the vacancies. For this purpose it was probable that the Governing Bodies would interview the candidates and subject them to an oral test. Previous to this, the scholarships had always been awarded on a purely paper test.

In Devon, the position was quite different. There were no County Schools, but only non-provided schools assisted by the County Authority, and each school conducted its own separate scholarship examination. In addition, the Authority conducted a scholarship examination for the whole county. An endeavour had recently been made to secure the adoption of a uniform system; but this seemed to have fallen through.

(c) *The Age of Admission.*

There was a tendency in Cornwall and Devon, so far as the scholarships were concerned, to reduce the age of entering the Secondary Schools. In Cornwall the age limit was being reduced year by year, and next year (1910) would be 13, and the following year 12. But that did not touch the fee-paying pupil, who could still enter at 15, though only fit to go into the first Form. Parents of children who would become fee-paying pupils in the Secondary Schools were inclined to keep them in the Elementary Schools as long as possible because the education there was free. In the ordinary way fee-paying pupils were accepted in the Secondary Schools at the age of eight, and there was now on foot a movement to establish kindergartens in

connection with the Secondary Schools, as without this the Secondary Schools lost many of their pupils by reason of their going to inefficient private schools.

With fee-paying pupils starting at 10 or earlier, and Public Elementary School pupils being transferred at from 12 to 14 without knowledge of mathematics, science, or languages, a very difficult problem arose. It was desirable that languages should be commenced at 11 or 12, and it was very difficult to deal with pupils coming in late without having taken any foreign language at all. The following arrangement had often been adopted in the case of Scholarship boys entering at about 12 or 13 years of age. French would be begun in the first Form by fee-paying pupils, and Latin commenced in the second Form, in which the Public Elementary School scholarship holders were placed on entry. These latter would not have done any French; but they would be capable boys entering with scholarships and would take a double amount of French, while the other boys were doing English and arithmetic. In this way they were able to overtake the others; but the same method might not be successful with free-place scholars, who were selected at a lower standard than the scholarship pupils.

Examinations during and at end of School Life.

(a) *The System in Cornwall and Devon.*

The Cornwall Education Authority had adopted a general scheme of examination for the whole county, under which the two top Forms of each school would be examined annually by an external body. The Sixth Form would take the Senior Local or the Matriculation, while the Fifth Form would take the Junior Local. Thus each pupil would take the Junior at about 15, and the Senior or the Matriculation at about 16. These examinations were purely paper tests, and no system of inspection was worked in conjunction with them.

In Devon the arrangements were very much the same, each school sending in its two top Forms for the Oxford or Cambridge Locals. But here there was no central control.

(b) *The Local Examinations.*

Success in the University Local Examinations, *at their minimum*, could not be taken as evidence of a reasonable standard of knowledge in boys and girls of the age of those who usually took those examinations. Private schools applying for inclusion in the Board's List of Efficient Schools usually put forward large numbers of successes in these examinations; but they had to be very carefully analysed before any importance could be attached to them.

The Oxford Junior Certificate could be obtained, for example, on the following minimum* :—

Arithmetic (simple);
Scripture (a gospel);
English (composition and one book);
Music;
Drawing.

The Cambridge Junior was a little better, a minimum,* for example, being :—

Arithmetic;
Scripture (one Gospel and (say) half the Acts);
English (composition and one book);
History (1066–1509);
Geography.

In each case the Senior Certificate could in any given year be obtained on the same syllabus as the Junior Certificate, this being one of the most serious of the objections to these examinations. It was possible to have in the same Form some boys working for the Junior and some for the Senior certificate.

The papers were quite straightforward, and the standard for a pass much too low. Masters knew that if they sent a boy in for the Locals the chances were in favour of his passing. If the examiners would reject the inferior candidates wholesale for two or three years it would have a good effect.

The minimum Matriculation was far superior to the minimum, though not a great deal in advance of the best, Senior certificate.

Great importance was attached by parents to a school's list of examination results. They considered that a school with 30 successes must be better than one with only 10, although as a matter of fact the latter result might really be much more creditable, because the examination might have covered a much wider range of subjects than those comprising the minimum. A "Local" certificate might represent really valuable knowledge, but the public were not able to discriminate. It was difficult to induce a school to dispense with these examinations when they had to compete with private schools which made a feature of the examination successes.

(c) *The need for a Central System.*

The problem of school examinations would be greatly simplified by some central system worked through the Universities and providing an examination of one uniform standard. In Wales this had been done and had been combined with inspection. The Central Welsh Board Certificate was accepted by all professional bodies and by the Welsh University and by various English Authorities. This condition could not be reached in England so long as there existed the present

* On the subjects generally taken by candidates, however, *see* pp. 164 and 226.

competition between the Universities of Oxford and Cambridge and the College of Preceptors, which made it so difficult to raise the standard of the examinations. The establishment of a Board of Control might provide a solution of this difficulty.

Mr. T. A. STEPHENS, H.M. Inspector of Secondary Schools.

Important Note.—It is to be understood that the opinions of the Board's officials, as here given, are their private views, and must not be taken to represent the opinion or the policy of the Board. Further, the time which has elapsed since the evidence was given causes some of the statements made to be out of date.

(*Evidence given October 21st*, 1909.)

Witness stated that his present district comprised Berkshire, Oxfordshire, and Warwickshire (except Birmingham). Previously he was in the north of England, having the four northern counties, until that district was split into two, and his work confined to Durham and Westmorland.

In these districts he had inspected schools of various types, and had also from time to time taken part in full inspections of schools which did not earn grants, but wished to be placed on the list of Efficient Schools.

EXAMINATIONS AT ENTRANCE.

(a) *Ordinary Entrance Examinations.*

Witness said that a fee-paying pupil was very seldom refused admission to a Secondary School, even though his standard of attainment was low.

(b) *Scholarship Entrance Examinations.*

A personal interview might well form a part of any scheme for transferring children from the Elementary to the Secondary Schools. This was especially important in the case of the younger children.

There was a danger of drawing conclusions from examinations which were almost entirely written. Such examinations were apt to be very misleading in cases where candidates had been recently suffering from illness, and in certain other circumstances, as, for example, in the case of girls not used to doing any home work transferred from rural Elementary Schools to town Grammar Schools, to which, perhaps, they had to travel some distance by train each day. Such pupils, judged solely by their position in the examination list, would quite possibly be placed in a Form in which the conditions were quite unsuitable. Such a case had, in fact, recently come to the witness's notice.

In Warwickshire the examiner in charge of the Minor Scholarship Examination was a retired headmaster with an

extensive experience. He toured the county and interviewed each candidate who had done reasonably well in the written examination, in the presence of the headmaster of the Secondary School. The opinion of the headmaster of the Elementary School was without doubt very valuable; but the report which he was asked to send in was sometimes of such a general character as to be of little use.

EXAMINATIONS DURING AND AT END OF SCHOOL LIFE.

(a) *Examinations for the Junior Pupils.*

Although probably opinions on the point differed, the witness thought it difficult to find an argument in favour of the Preliminary Local Examinations. With an examination paper set on a general syllabus for schools working under every variety of conditions the problem became more complicated the younger the children were. The rate of development with young children varied so enormously that a common examination might conceivably be very unsatisfactory. He should have thought it almost impossible to devise a general examination paper which, except in the roughest and crudest way, would gauge the education of such children—using the word "education" in its widest sense.

The Board of Education had definitely discouraged the taking of Preliminary Locals in Secondary Schools, and there were now no schools receiving grants from the Board in which these examinations were taken unless the school as a whole was examined; but they were still to be found in other schools, many of which could probably produce no guarantee of general efficiency.

It was, perhaps, not advisable to fix an absolutely rigid limit of age before which examinations should be permitted. The Board's regulation, not allowing as a rule examinations under fifteen, seemed a very good one. It was capable of modification in practice.

In the witness's view, it was not desirable, unless for some special reason, that a pupil should be entered for an examination at so early an age as 14 or 15. Some headmasters considered that the training derived from public examinations was very valuable, but there would seem to be no reason why the headmaster could not give that training by means of an examination of his own, for every Secondary School had its own internal examination.

There was a danger lest successes in examinations at this early stage might be misleading, and some parents had, he thought, quite a mistaken conception of their value.

(b) *Internal Examinations.*

It was important that oral methods should have a place in any good system of internal examination. An experienced

headmaster had told the witness that he had found no examination so valuable as his own oral tests of his school. At present sufficient importance was not attached to oral tests in internal examinations. They were rather difficult and delicate things. They were of great value if skilfully done, but could only be carried out by the staff of the school or by specially expert examiners.

In a large school known to witness there was a system of internal examination which worked exceedingly well. The teachers examined one another's Forms and made careful reports to the headmaster. The system had worked smoothly, and had proved for middle Forms a satisfactory substitute for an outside examination.

(c) *Certain Defects in the present System.*

The University Local examinations, as well as those of the Joint Board and of some other Examining Bodies, were undoubtedly of value in many directions, but perhaps particularly for older pupils.

There were still a good many examinations prepared for in the upper Forms of schools, but grounds upon which one examination was preferred to another sometimes appeared to be quite nebulous.

The Junior and Senior Locals at their minimum could be passed on a slender amount of knowledge, and it was a common experience to find the two examinations being taken in the same Form. Sometimes there might be no objection to this, in other cases the arrangement might lead to abuses.

The syllabuses of such examinations, however carefully drawn up, could not of themselves sufficiently safeguard the curriculum of the school. In a certain case in a non-grant-earning school, largely through the carelessness of the headmistress, partly to suit the taste of the teachers, but in conformity with the possible choice provided by the regulations, a girl had spent six years at the school and left out the history of the last two hundred years. It was obviously easy for such things to occur.

It had been frequently the case that the syllabus of a school was fitted to the examinations. The subjects, and the divisions of one and the same subject, were considered as in water-tight compartments, and this was rather encouraged by the syllabus of any common examination for young people. Language and Literature teaching particularly had suffered in the past. It was still common to find English divided into two lessons in Literature, two in Grammar, and two in Composition.

It was commonly assumed that the same papers might be set for boys and girls. This was an assumption which was very difficult to maintain, especially in view of the fact that some

girls' schools met in the morning only. It was unreasonable under such circumstances to expect the girls to cover the same range of subjects and in the same way as the boys.

A long list of successes of itself seemed to the witness to be doubtless a valuable, but at best only a partial, indication of a school's efficiency. The list did not guarantee it. It was not easy for the average parent to form an estimate of a school from its examination results, particularly in view of the many ways in which these might be published.

(d) *Methods of Examination.*

There were subjects in the Secondary School curriculum which were incapable of being properly tested by paper examinations alone, for example, the special subjects of girls, Modern Languages and Manual Instruction. Oral and practical examinations were necessary for these subjects. Adequate oral tests in Modern Languages were essential.

Witness was inclined not to attach so much importance to a personal interview in the case of older pupils as in the earlier years. He believed it to be of great importance that older pupils should be tested as to what they actually knew and could produce, and here, he thought, lay the value of external examinations. If, however, a leaving certificate was to take account of all the important elements that entered into school life, it was clear that something more than a mere examination was necessary.

In reply to questions, the witness said that in the Board's full inspections great attention was paid to the staffing, the curriculum, the general attainment and the corporate life of the schools.

Many Local Education Authorities were looking about for guidance as to the standard for leaving examinations and the way in which a school should be judged. An instance of this was to be found in the various ways in which the Authorities drew up their regulations for major exhibitions and scholarships, sometimes holding an examination of their own, sometimes making use of another examination, and sometimes asking an external body to report specially on particular candidates.

(e) *The Intermediate System in Ireland.*

It was generally agreed amongst Education Authorities in Ireland that there had been serious faults in the Intermediate system. Attempts were being made to improve it by introducing inspection as well. But the system was controlled by Acts of Parliament which were not easily altered. The "cramming" system had been there seen *in excelsis*, the many grants

being dependent on the results of paper examinations. By taking a pupil successfully through various stages, a school had been able to earn in all as much as £84 on one pupil.

(ii) Officials of Local Education Authorities.

Mr. R. BLAIR, Education Officer of the London County Council.

(*Evidence given March 10th*, 1910.)

EXAMINATIONS DURING THE SCHOOL COURSE.

The witness said that the London County Council had not laid down any rule absolutely prohibiting examinations in their Elementary Schools; but the tendency to have only one examination during school-life was growing by degrees, both as regards Elementary and Secondary Schools, and the Council had taken one step which had an important influence in this direction. They used to pay the fees of selected pupils from Elementary Schools and of scholarship holders who were candidates for certain examinations, and as a general principle they had been doing away with that. Instead of paying fees for the Oxford and Cambridge Junior Local Examinations, as they used to do, no fees were now paid for pupils in Elementary Schools, and as regards Secondary Schools, the only examination fees paid now were for any examination that could be used as equivalent to the Preliminary (Teachers') Examination, such as the London Matriculation, the Senior Locals, &c. The payment of fees at any time for pupils of Secondary Schools applied only to the scholars (*i.e.*, scholarship holders) and not to the ordinary students.

When the Council had under consideration proposals as to the policy to be adopted in regard to examinations in Secondary Schools, they consulted the Headmasters' and Headmistresses' Associations. The London branch of the former rather took the view that the Oxford and Cambridge Junior Locals were of use to their pupils, not only for educational reasons, but in helping boys to obtain situations, and they were anxious these should be maintained, that is to say, that the Council should continue to encourage them by paying the fees. The Mistresses took a more enlightened view, believing it unwise to have examinations for girls in the middle of their course. There was some division on the Headmistresses' Committee, and the conclusion they came to was more or less of a compromise. While they believed in a final examination, yet to satisfy prevailing sentiment they were disposed to allow some sort of a junior schools examination.

The witness was of opinion that there was no need for any external examination in the ordinary Secondary School until

the stage of Matriculation. The age at which this stage was reached varied. The witness handed in a curve based on the "percentage leaving school at any particular age to the total number leaving during the course of the year," in six typical Secondary Schools.* This showed that the bulk of the leavings was between the ages of 13 and 17, the highest point being just under 16. Experience so far suggested that this point was moving towards the higher ages; but the whole system was at present disturbed by the scholars who entered in 1905, and were approaching the end of their five years' course. The curve had shown the travel of these scholars up through the schools. The five years would normally be between the ages of $11\frac{1}{2}$ and $16\frac{1}{2}$. These six schools were a pretty fair sample of the whole of the London Secondary Schools aided by the Council. It would be possible to select six schools which would give a very different result. The curve represented an average.

Scholars at the end of their course at the age of $16\frac{1}{2}$ should usually be up to the standard of the London Matriculation. It followed, therefore, that if any of these scholars in future continued at school until (say) 18 they would be able at the end of the school course to do something more than Matriculation, unless it were found that the standard of Matriculation moved in the same way as the leaving age. But assuming that the Matriculation was fixed at its present standard, then the result of keeping pupils at school until 18 would be that they would have two public examinations during their school course, for they would be ready for the Intermediate by the time they left the school and this examination could not be taken except by pupils who had passed the Matriculation. But this was assuming the continuance of present conditions. The London Intermediate Examination was already sometimes taken in the London Secondary Schools; but this was an affair more or less of the pupils themselves. These pupils therefore took two examinations during their course—first the Matriculation and then the Intermediate. At present, however, secondary education was in a transition stage. It was hoped ultimately to get all the pupils to stay till 18. But for the present it was necessary to meet existing circumstances, and while a few only stayed on till 18 it would not hurt them to take two examinations. There was a certain ambiguity in the phraseology of the examinations, these being University examinations but taken in the school, and also there was an overlapping of curriculum between the schools and the Universities. The standard of work in the highest Forms of some of the Public Schools was higher than that of the pass degree at Oxford or Cambridge.

* The statistics on which this was based are printed in an addendum to this evidence.

Leaving Examinations.

The great majority of pupils in the London Secondary Schools left at about 16 or 17; but a certain number, including some of the scholars, remained till 18 or 19. There was no experience yet to show what would happen to the scholars on leaving. Hitherto the pupils who on leaving had passed to some more advanced course of education had gone to Oxford or Cambridge, or to a school of the University of London. It was not probable that the pupils staying beyond 16 were as a rule staying with the object of becoming teachers. In some of the schools, for example the Battersea Grammar School, they were no doubt stopping in order to go to the University. In the South Western Polytechnic again they were remaining to become engineers.

There was a call for a Leaving Certificate at the age of about 16½—an examination which would show what the boy had acquired during his career in the Secondary School. Now the School Matriculation Examination of London University, somewhat broadened, might provide for that need. The University had also made provision by which this certificate could be added to by certain subjects up to 18 or 19 years of age. This seemed to the witness to be the kind of thing that was wanted. The examination, however, needed to be widened very much. At the present moment it was held more or less on the lines of the central Matriculation examination—in fact, a school that wished to be examined on its own curriculum had to pay extra. Consequently the examination was more or less conducted on a fixed syllabus. The schools were even informed that if they did not wish to submit a syllabus of their own the University would provide them with a typical one.

The Leaving Certificate at this stage should cover far more than Matriculation covered. There was no reason why it should not be given for different groups of subjects, such as a classical group, a modern language group, a commerce group, and so on. If this was done, out of (say) Groups A, B, C, D, and E, the University might say that A was the only one it would accept for entrance; the Institution of Civil Engineers might say it would take B; the London County Council might accept C in lieu of the preliminary examination for their clerkship; and the Civil Service E as preliminary to their own competitive examinations for the Second Division and other posts. But the examination must be more elastic than at present to provide for this, and also for giving due freedom to the school. As to whether only one group of the examination would be accepted as an avenue to the University, that was a detail to be settled afterwards.

The first thing was to make the Leaving Certificates flexible in the sense of being capable of covering the very varied kinds

of education within the Secondary Schools. There was no reason why, having done that, the certificate should not cover also what the University wanted. The University by accepting one of the groups would not thereby govern the whole curriculum of the schools by its own demands. Under existing conditions, although only a very small proportion of boys in a school would ever proceed to a University, University requirements determined largely, if not wholly, the entire course. This was not right, and need not be. The witness said that he would abhor anything that tended to stereotype the form of secondary education.

This scheme did not mean that a school would necessarily be preparing for several varieties of certificate. In London there was a sufficient variety of schools, and transit across London was sufficiently easy, to make it possible for one school to be classical, another commercial, and so on; and yet for all to be of secondary standard both as regards age limits and attainments. The conditions, however, would doubtless be different in other places. The witness considered it a mistake to have too great a variety in one school; but he did not wish to be restrictive. In London the schools could for the most part have separate functions. The Council's schools were mostly of about 450 pupils, and there was not much room for differentiation in a school of that size. Very few of the London Secondary Schools were mixed.

The courses from 11½ to 16½, although differing, would have a common foundation of general education. But after the age of 16½, those pupils who stayed on would take definitely specialised work. It was necessary that at some part of the school there should be a common plan. It would be most inadvisable, for instance, for a pupil to start on a definitely commercial basis at the age of 11. Even in a classical school it would be a pity if there was not some elementary science work to form a general foundation. A certain broad foundation could not be dispensed with. But on top of that, one school might develop a classical curriculum, another a modern curriculum, and so on.

As the age of leaving school rose, the age of this differentiation might also rise. But the schools must label themselves as soon as they had worked out their functions, and the pupils would go to them because of those functions. A pupil who wanted to leave at 16½ would not, as a rule, go to a school where the leaving age was 18, but to one where it was 16½, and where he could get his leaving certificate at that age.

There might be some danger of a boy making a wrong choice, but that was a danger that the witness was prepared to risk. It was a danger that was seen, and every effort was being made to bring knowledge to bear on this stage of a boy's career, through the parents, the headmasters of the Elementary

Schools and of the Secondary Schools. The Council's regulations admitted of any scholar selecting any Secondary School he liked. A. might select a school where the fees were 9 guineas, while B. might select another where the fees were 30 guineas. The boy had, however, to satisfy the requirements of admission to the school and to enter into competition with others, if need be, for the vacant places in the school.

It was very necessary that there should be some co-ordinating arrangement between the several Universities. It was not advisable that a boy from Sheffield should not be allowed to become a member of London University on account of what he had done at Sheffield. The witness himself came to London with an Edinburgh degree, and was obliged as the first step towards the London B.Sc. degree to take the Matriculation Examination. Such methods involved waste of energy.

As to the use of the leaving certificates in enabling boys to find posts in business houses, the witness pointed out that whereas certain firms were eager to get boys at about 14 years of age from the Elementary School, and put them on quite routine work, there were other firms which took boys from the Public School at 18 or 19 and gave them entirely different work. The only criticism witness had to make was that business houses did not take enough at 22. He would be glad, for example, to see business houses taking the Council's Senior Scholars after a career at the School of Economics.

Conduct of the Examination.

The witness stated that he was one of the Scotch Education Department's inspectors in Scotland at the time of the initiation of the leaving certificate in science. For the conduct of the examination there were two inspectors working conjointly with two specially appointed co-examiners. The four went to each school, and in each case held a conference the night before, at which the school's programme of instruction was discussed. The inspectors' knowledge of the school laboratories was of great advantage in making the arrangements. An examination in theory and practice was held in the laboratory, each examiner taking a group of boys. It was a necessary preliminary that each boy should have received a certain minimum number of hours' instruction. If (say) 7 of 10 boys examined by one examiner were found by him to be quite satisfactory, and the other three were doubtful, these latter would be further tested by another examiner, and if there still remained any doubt, by another after that. The teacher was present all the time primarily to give such help as the examiners might need; but he heard the questions and the answers, and he might say that the pupil was not doing himself justice, in which case he was allowed to examine the boy himself.

The examiners travelled from one school to another, covering a great variety of schools. The curricula, the character of the teaching, the general arrangements of the various schools all greatly differed. The examiners therefore could not, nor did their instructions require them to, carry one fixed standard right through Scotland. Any defects in that respect were far outweighted by gains in other directions, for instance, in the freedom of schools to carry out their own programmes of instruction.

In London, if the University was to broaden its examination for the purpose of meeting the work of the schools, it must have a board of examiners, not composed wholly of University people, but containing, along with the professorial element, representatives of the Secondary Schools, the Local Authority, and the Board of Education. That Board would act as a moderating influence on the examiners. A similar board existed for the Junior County Council Scholarships, consisting of the three principal officers of the Education Committee, representatives of Elementary and Secondary Schools, and representatives of the examiners. These various elements worked together well, and the Board was found to be very useful. The papers were submitted to the Board, who discussed them; they afterwards discussed the results of the marking and the standard to be adopted.

For the scholarship examinations, there was no interview beyond the doctor's examination. With 20,000 candidates it would be difficult to interview all of them. Reports were received from head teachers, however, and were most useful at the tail of the competition. Sometimes the opinions of the teachers, and the record of the past year's work, made a real difference in cases near the line.

Witness said that he was confident the staff of the Secondary Schools could be trusted to take an important part in examinations. They were already taking some share. Witness was himself for 12 years in a Secondary School which was examined annually by the Cambridge Syndicate. The examiner spent some three or four days in this school. He set the papers himself, but asked members of the staff to help in marking them. The examination was partly written and partly oral, and the latter was conducted partly by the staff and partly by the examiner. The examination did not touch the wider questions of the school buildings, &c.; that was a different thing, for which a different kind of knowledge was required.

It was necessary to have practical examinations in science and oral examinations in other subjects. The London University in its examinations in practical physics and chemistry called its candidates up to a central laboratory. It was desirable that as far as possible the examinations should be held in the schools; but the University's difficulty was that there were often only one or two candidates from each school.

Inspection of Schools.

The witness was of opinion that the Universities, being the custodians of knowledge, should conduct examinations but not inspections.

The object of the school was to produce an effect on a boy (*a*) by causing him to live among his colleagues; (*b*) by endowing him with experience of the past; and (*c*) by teaching him certain things, such as the ability to write and speak foreign languages. Now, the result of the third of these processes might be measurable, and the Universities were the bodies to undertake the test; but the other two could not be measured by any exact standards. The Universities ought not to say whether the school staff was satisfactory except in respect of knowledge, or properly paid, or to report on the buildings, the accommodation, general arrangements, &c. This was the business of the Local Authority or of the Board of Education.

It was therefore necessary to differentiate between inspection and examination.

Examination Fees.

As regards the fees paid for the examinations, it was no doubt true that the University made a considerable amount of money out of the examinations, which they spent in other ways. This was true also of the local examinations of Oxford and Cambridge. The Universities had to find their money somewhere. But the high fees certainly pressed hardly on individual candidates. In Scotland the leaving certificate was free, and the witness was of opinion that all such examinations in England should also be freed.

One way of doing this would be for the school to charge such fees as with other available sources of income, such as endowments, would cover all its expenses, part of which would be the leaving certificate examination for pupils who had spent four or five years at school. The fees for the whole school should be raised just a little, and no charge made for the examination. It might be argued that this would be unfair, since only a certain section of the pupils would get the advantage while all would have to pay; this was quite true, but the same could be said of the use of the cricket field by the cricket elevens.

Witness said that he had conducted for the Council the Intermediate Scholarship Examination which was more or less comparable with the London Matriculation Examination at a cost of 25*s.* per head, excluding the proportionate cost of the central staff. He had also conducted examinations for second class clerkships in the Council's office, which were approximately of the same standard as the London Matriculation; and an examination of over 200 candidates had cost only 1*l.* per

head. The difference of 5*s.* in the cost of the two examinations was due to the practical examination included in the former. The fee charged for the University's Examination was 2*l.*

SCHOLARSHIPS AWARDED BY THE LONDON COUNTY COUNCIL.

The Junior Scholarship was given for three years certain, except in the event of proved unfitness. After that the scholarship was renewed for another two years provided progress was satisfactory. This meant that as a rule the scholarship continued for two years after the age of 14½. Over 70 per cent. of those receiving junior scholarships in 1905 had remained until the beginning of their fourth year.

Two nets were spread to catch the Junior Scholars, first the ordinary net at the age of 11½–12½, and then another one for Supplementary Juniors at 13–14. The latter was much smaller than the other; but was very valuable for what were called "late bloomers" and those who had been on the sick list at the age for the earlier examination.

On the conclusion of the five years of the Junior Scholarship an Intermediate Scholarship might be given which would carry the scholar on for two years more, in a higher course.

At the end of the Secondary School career Senior Scholarships would be awarded.

A boy could compete for an Intermediate or a Senior Scholarship without having held a Junior Scholarship.

It was proposed to award 300 Intermediate and possibly a larger number of Senior Scholarships. These latter now numbered 50 annually. The former were in future to be awarded on the Matriculation Examination. Thus the University would give a leaving certificate to those pupils who satisfied their requirements, and would also help the Council to determine which scholars should go on to a higher course. The Council had not asked the University to change the character of their examination in the slightest; and the witness did not agree that the fact of a number of candidates at the examination competing against one another for the scholarship would tend to make the examination itself competitive in character or to raise its standard.

There was no examination at the later stage for the Senior Scholarships. These were awarded on a consideration of the record of what the student had done, of his statement of what he proposed to do in the future, and of his need. The amount of the scholarship varied according to circumstances; for instance, the scholar might have obtained a University Scholarship of (say) 70*l.* or 80*l.*, and the Council would add to the amount such a sum as was required to enable the scholar to accept the scholarship and take up his residence at the University.

ADDENDUM.

Age at leaving in Six typical London Secondary Schools.

School, &c.	Under 9.	9.	10.	11.	12.	13.	14.	15.	16.	17.	18+	(*a.*) Totals.	(*b.*) No. on Roll.	Per cen of Col. (*a* to Col. (*b*
A. (Boys') (1909).	2	1	1	2	5	11	16	10	15	4	5	72	243	Per cen 30.
B. (Girls') (1907).	7	3	4	1	2	3	12	13	12	4	1	62	322	20
C. (Girls') (1909).	3	2	2	8	5	3	3	9	14	11	7	67	263	25
D. (Boys') (1909).	—	—	—	2	4	1	18	22	32	9	20	108	445	25
E. (Girls') (1909).	—	—	2	2	5	6	9	18	11	9	8	70	360	20
F. (Boys') (1909).	—	—	—	2	2	4	14	18	14	4	—	58	134	40
Total	12	6	9	17	23	28	72	90	98	41	41	437	1,767	—
Average	2	1	1·5	3	4	4·6	12	15	16·3	7	7	73	295	25 nearly
Appproximate percentage of average to Col. (*a*).	2·7	1·4	2·	4·	5·5	6·	16	20	21	8	8	—	—	—

Mr. A. V. HOUGHTON, late Inspector of Higher Education in the West Riding of Yorkshire.

(*Evidence given October 1st*, 1909.)

SECONDARY SCHOOLS IN THE WEST RIDING.

Witness stated that there were about 50 Secondary Schools in the West Riding at present. There would be 54 when the Authority's scheme had been carried out in full. The schools were of various types, old-established Grammar Schools, Grammar Schools of a rather lower type, High Schools and Secondary Schools for girls, as well as dual and mixed schools. With one or two exceptions, each school was under a local Governing Body, responsible for its government. The Authority, however, exercised considerable influence over all the schools owing to the fact that they made substantial grants to them. The relations

with nearly all the schools were extremely friendly, though one or two schools still resented any idea of being influenced by the Authority.

Entrance Examinations.

The witness handed in the following memorandum on the subject of Entrance Examinations in Secondary Schools:—

(a) *Scholarship Examinations.*

The West Riding Education Committee have had considerable experience in conducting examinations which are practically entrance tests to Secondary Schools, seeing that they conduct annually an examination for about 500 Minor Scholarships tenable at these schools. There are, in the West Riding area, some 910 Elementary Schools with 200,000 children on the registers. Candidates are also drawn from a number of private schools. The number of children dealt with for the last two years is:—

	1908.	1909.
Number of candidates - - -	4,197	3,854
Number of awards made - - -	576	544

With a view to diminishing the number of examinations to which pupils from Elementary Schools were liable, the Committee invited Boards of Governors of Secondary Schools, who had Entrance Scholarships to award, and Trustees of Charities, under which Scholarships had to be given, to make use of their examination for the purpose of awarding such Scholarships. As a result, the Committee's examination was used in 1909 by 16 Boards of Governors and by many Trustees of Charities.

Three years ago the Committee decided materially to alter the scheme of examination for these Scholarships which up to that time had been conducted by means of written papers only. The Committee felt that this was unsatisfactory in its results, as when inspecting county minor scholars a year or two later, a number of scholars were found who were really unfit to profit by a secondary education. The new scheme introduced in 1907 was upon the following lines:—Candidates' applications were sent to the head teachers of the schools from which they were drawn. Each head teacher filled up a report form upon the record and work of each candidate, and these reports were then considered at meetings of head teachers of the district, there being some 40 to 50 meetings in the Riding. It may be mentioned that the head teacher's report was adopted as the best substitute for a school record. Applications which were considered satisfactory were passed forward, whilst those which did not seem to be sufficiently good were rejected.

Approved candidates then sat for an examination in two subjects—Arithmetic and English—for which to avoid any kind of special preparation no syllabus was issued, both papers being of a broad general character based on a conception of what children of the age concerned should be able to do.

On the results of the written examination a certain number of candidates were selected for an oral test, the total number being about one-fifth of the original entries. The Scholarships were awarded on the combined results of the written and oral examinations. The system has worked very well except in one particular, that is, that the head teachers have objected strongly to their being called upon to reject any candidates. So far as the general results of the examination are concerned they are entirely satisfactory. The oral examination has been particularly useful. It would be better, of course, to submit all candidates passed forward from the Teachers' meetings to the oral test, and this has not been adopted only because the time required and the expense involved have for the time rendered it difficult.

(b) *Ordinary Entrance Examinations.*

Entrance examinations, so far as they are conducted by the heads of Secondary Schools, are for the most part of a very perfunctory character They are necessarily tests for classification purposes rather than for admission, since the fees of every fee-paying scholar are a desirable addition to the school funds. No doubt also the system of payment outlined by many Schemes whereby a headmaster receives a capitation grant has helped to minimise the seriousness of the test. In the prospectus of a large and important Public School in the West Riding there occurs this paragraph referring to the Upper School: "Boys are promoted from the "Junior School into the Upper School as they are qualified. Other boys "are admitted upon passing an *easy* entrance examination, provided they "are under 15 years of age." It is also stated that the examination for admission is graduated according to age, but it never falls below the following standard:—Reading, Simple Dictation, the first four rules of Arithmetic, the outlines of the Geography of England.

One of the most striking cases of the unsatisfactory nature of these entrance tests was recently brought to the notice of the West Riding Education Committee in a large mixed school, where it was found that a preparatory department had been instituted which contained 57 pupils. The ages of the pupils were for the most part from 9 to 11 years, so that they would have been eligible for the Scholarships awarded by the Committee. They proved, however, to have been admitted on an examination of the level of work done in Standards IV. and V. One of the classes displayed remarkable ignorance of the rudiments of grammar, and was unable to distinguish between a noun, an adjective, and a verb. It also appeared that practically the whole of those who entered were allowed to pass, as there had not been more than 65 candidates.

(c) *Methods of Examination.*

For children of an age at which they should pass on to Secondary Schools, a written test alone is quite unsatisfactory, not to say injurious.

Examinations during, and at end of, School Life.

(a) *The Multiplicity of Examinations.*

Witness said that, when he first went to the West Riding he was very much struck by the number of examinations taken in Secondary Schools. No fewer than 22 different examinations were taken in the various schools either during school life or at the time of leaving. Some of these had disappeared, owing to certain bodies recognising various other examinations as equivalent to their own. The Authority had also itself taken some steps to minimise the evil by making it a condition of grants that pupils should not be allowed to take Preliminary Locals or examinations of similar standard, and although the Authority were prepared for the present to consider applications for permission to take the Junior Locals, they wished to discourage these also. The result of this action was shown by the fact that, in 1907–8, only 154 pupils in the county were presented for the Oxford Junior Local Examination as against 310 in 1904–5, whereas in the case of the Senior Local, 228 were presented in 1907–8 as against 106 in 1904–5.

Nevertheless, in spite of all that had been done, great multiplicity of examinations still existed, as was shown by a case recently brought to the witness's notice, where a girl had

taken five examinations in one year, including the Matriculation of London University and of the Northern Universities and the Oxford Senior Local, but, wishing to become a teacher, found at the end that a particular subject needed was not amongst those she had taken. She had been a pupil at a well-known school, and had taken her examinations on the advice of the headmistress. But so great was the diversity of requirements, that it was difficult to ascertain exactly what was needed in a particular case.

Again in some schools several different examinations were taken in the same Form at the top of the school. In one quite large school the London Matriculation, the Northern Universities Matriculation, and the Oxford Senior Local were all taken in the same Form. In this case 15 pupils took the Oxford Senior Local, and of these five also sat for the London Matriculation, while six others took the Northern Board's Matriculation. The Oxford Local Examinations were so arranged that both the Junior and the Senior could be taken by the same Form. The subjects were essentially the same for both examinations and it was quite possible to select from the lists given the same set books. One of the examinations must of necessity be absolutely useless under these circumstances. The system of taking both in the same Form was actually only practised in two schools in the West Riding; in those two it was persistently done. The object of sending in the same pupil for more than one examination was merely to swell the number of successes gained by the school.

(b) *The Advertisement of Examination Successes.*

The constant emphasis laid on examinations by school speech days, prospectuses, advertisements in the newspapers, &c. had produced in the public mind the idea that the efficiency of a school stood or fell by its examination results. Yet, as a matter of fact, so far from the examination successes proving the excellence of a school, the witness said that he always regarded with suspicion a school which had a long list of successes. He was afraid, however, that the local Governing Bodies of the schools often looked to the record of examination successes as the sole means of judging a school. Consequently, schools in which the examinations were minimised, and which as a matter of fact were often the best, were sometimes compared unfavourably with quite inefficient schools which sent in for examinations as many pupils as possible and so secured a long list of successes. Certain newspapers also made special features of the successes of local pupils, printing such notes as that A. B. obtained Honours in the Senior Local, with fourth place in the Kingdom in Mathematics, or that C. D. passed the Junior Local with first place in Heat. Recently, a pupil, 15 years of age, in a mixed school in the West Riding was placed in the First-class Cambridge Junior, receiving a prize

of £7, six months after passing the Oxford Junior with a prize of £10. The achievement was considered rather unique, the girl's portrait was printed in the daily papers, and the school of which she was a pupil thus obtained a splendid advertisement. Yet this school was far from efficient, having besides the headmaster only one occasional teacher, though there were about 40 pupils of all ages from 10 to 17.

In connection with this question of advertising, coaching by correspondence was becoming a very grave danger. Large colleges had sprung up which made a speciality of this kind of work. One of them recently got hold of the names of all the county scholarship holders and circularised them, suggesting that they should take up correspondence tuition in addition to their school work. Such colleges were on all-fours with the vendors of patent medicines. Their staffs were experts in the analysing of examination papers, and by carefully watching the questions set were enabled to forecast with a considerable measure of success the kind of questions to be expected.

(c) *Certain Evils arising from the present System of Examination.*

One of the principal evils arising from the multiplicity of examinations was the fact that in nearly every school when the headmaster set himself to plan the curriculum, he had in his mind merely the examinations for which the school prepared. He never had a fair chance of finding out the natural aim of the school or the curriculum best suited to its needs. At certain stages of the curriculum examinations came in and barred the way to any ideal course. The reports of the Board of Education's inspectors frequently drew attention to this. The syllabus of the school was approximated to the examinations, and not the examinations to the time table. Of course, the effect of this was very bad. The Board of Education had issued circulars on the teaching of various subjects. Up to a certain point it was possible to follow out the suggestions; but as soon as the school year began to be broken up by examinations they had to be discarded. In many schools, as soon as the examinations drew near, a complete alteration in the time table took place; certain subjects were put on one side, and others received a good deal of extra attention. The result was very much akin to cramming.

The influence on the pupils themselves of the desire to be at the head of the competition was very bad for two reasons. In the first place they exerted themselves too strenuously; and, secondly, they acquired the habit of gauging the importance of work by what was required for examinations, any subject not taken diminishing in importance at once. In the case of girls the overstrain was sometimes very serious. Intending teachers were not pressed by examinations quite so much as others. Pupil-teachers need only take one examination—the

Preliminary Examination of the Board, and this was probably one of the best examinations for which Secondary School pupils were prepared.

As regards the teachers, the predominance of examinations had the effect of relieving them of the work of drawing up a syllabus; they merely followed the published one. Certain schools were absolutely dependent on the examinations, so much so, that if the examinations were taken away the schools would simply collapse.

The principal argument put forward in favour of having examinations during the school course was that they provided a stimulus to pupils at certain stages of their career. This, however, was really a reflection on the teaching staff, implying that they could not get good work without the aid of examinations.

The effect upon the methods of teaching was also bad. Nearly all the examinations consisted entirely of written tests. In the case of languages, in the Oxford Senior, Junior and Preliminary examinations, candidates might offer themselves for oral examination without any extra charge; but this was very rarely done. Cambridge gave an oral test in French and German to schools which paid a special fee. In the Higher Papers of the Northern Universities Matriculation Board an oral test was included. But for the most part the examinations were written, and an example would show how this affected the teaching. The West Riding had a system of special teachers who were sent to schools which had been found weak in modern languages, to advise and help. From their reports it was being constantly found that where the direct methods of teaching were being followed, pupils in the first year were able to answer in French simple questions put in that language; but that in the second year such questions elicited no answers at all. The teachers' explanation was that the pupils in the second year were preparing for the Junior Local Examinations. That is to say, the oral method of teaching, which had been adopted by the school (whether rightly or wrongly) for educational reasons, had to stop because the pupils were preparing for a paper examination.

Again, in order to do well in the examinations, very heavily annotated text-books were used, their use being so greatly encouraged by the type of questions set, of which the greater number were not concerned with the subject matter. The Oxford and Cambridge authorities were very much to blame for this.

In some Endowed School Schemes there was a clause requiring examination of the whole school. In a school known to the witness this requirement was met by the examination of the school by some personal friend of the headmaster. The result was that every year the same glowing account of the

school was written by the examiner. Yet this particular school was so inefficient that it was soon to be closed.

The choice of examinations was generally determined by the headmaster's or headmistress' sense of patriotism towards his or her own University, Oxford or Cambridge examinations being chosen according as they were graduates of one or other of these Universities. The decision seldom rested on what was best for the school.

The practice which had grown up recently of giving money prizes on the results of the University Local examinations was distinctly uneducational.

(d) *Suggested Improvements in the Examination System.*

Witness said that it was generally agreed that some kind of test of a school's efficiency was necessary. He was of opinion that there should be two examinations, (*a*) for pupils who left school at 16, and (*b*) for those who stayed till 18.

It was necessary first of all to do away with the selection of pupils for examination and the present low standard of requirements.

Any scheme should comprise both examination and inspection, and also a consideration of the school record of each pupil. The failure of the present system was largely attributable to the fact that there was not in the Secondary Schools any school record. No account was taken of a pupil's career. In other countries a complete record was kept and was very valuable. The labour involved was not great, and there was no essential difficulty in it. Most good headmasters and headmistresses did already keep a record for their own use. Such a record should in some way definitely count in a pupil's examination. For this to be done effectively it was necessary that the examining body should co-operate with the school staff during the examination.

The examination must not consist solely of paper work; it should include oral tests in languages, not omitting English, practical tests in science, domestic work, and manual training, and should have regard to other branches of school life such as physical development, and should inquire whether the school organisation was on a thoroughly sound basis. Science subjects could not be examined properly on paper, and physical exercises were never examined at all under the present system. The effect of there being only written tests was that only one aspect of school work was judged; many points were not examined at all. A school was a social organisation, not merely a place where certain subjects were taught, and it should be tested from every point of view.

A properly constituted examining body should embrace the academic element (not omitting the school element, *i.e.*, the teachers themselves), the Local Education Authorities, and the Board of Education.

The report made by the Consultative Committee in 1904 contemplated a Central Examining Body, which was to be formed as soon as a sufficient number of recognised Examining Bodies had signified their willingness to be represented. This, in the opinion of the witness, was an entirely mistaken policy. It would not be possible to get the present examining bodies to consent to a really satisfactory system. The powers of the Board of Education were adequate to enforce whatever might be decided upon, especially when backed up, as they certainly would be, by Local Authorities. No doubt a more rapid adoption of the Board's programme would follow if it were found possible to offer grants for all who took a satisfactory leaving examination, as was now done with pupil-teachers and bursars.

C.—PERSONS ENGAGED IN TEACHING.

(i) In Secondary Schools for Boys.

Mr. G. H. BURKHARDT, Principal of the Swindon and North Wilts Secondary School and Technical Institution.

(*Evidence given October 1st*, 1909.)

THE SWINDON AND NORTH WILTS SECONDARY SCHOOL.

The witness explained that the lower limit of age for admission to his school was 12. The usual age of entrance was 12 to 13. The great majority of the pupils came from Elementary Schools. The school fee was five guineas a year. A few of the better artisans were able to pay this, and showed willingness to make sacrifices for their children's education; but there were a good many scholarships, running up to more than half the number of pupils. Twenty scholarships per annum were offered by the Swindon Local Authority, and about 8 to 12 by the Wiltshire County Authority.

Parents gave an undertaking when their children were admitted that they would let them remain in the school for at least four years. There was a penalty for breaking this undertaking; but it was never necessary to enforce it in the law court, as an interview with the parent was always sufficient to put matters right. The employers also co-operated with the school authorities by refusing to employ young persons until they had received certificates of having finished their schooling under this arrangement.

A fair proportion of the boys who left the school went into the works in Swindon, either as engineers or as clerks. Most of those who wanted a University course went to London, Bristol, Reading, or Cambridge. Most of the girls became teachers under the Local Authority, practically all going to a Training College, and some of them to Bristol University College or to London Colleges.

Examinations at Entrance.

(a) *Scholarship Examinations.*

For scholarships there was in the first place a very thorough examination, namely, the Preliminary part of the Minor Scholarships Examination of the Joint Scholarships Board, followed by an examination conducted by the Secondary School staff, and in the second place an interview of selected candidates by a sub-committee of the Education Committee. The subjects in the Preliminary Examination were arithmetic, dictation, composition, spelling. The staff of the school did not see these papers, but only the results. The Local Authority paid the fees of the candidates.

There were about 150 to 200 candidates each year. When the results were received the plain failures and some of the others were eliminated, and then all the others (about 75 to 100) were examined and interviewed at the school itself.

Witness was not satisfied that personal interview was in the ordinary way sufficient. At the same time it was inadvisable to have anything in the form of an examination for which pupils could prepare or for which they would think they were being prepared. The ordinary syllabuses of the schools were taken into consideration, and a series of questions drawn up to cover them generally. There was agreement as to certain things that might reasonably be expected from all Elementary School children. The staffs of the Elementary Schools took no part in framing the actual questions, but the questions given, especially in the oral part of the test, were mainly confined to the subject-matter of the syllabus sent in by the head of the school which the child had been attending. A very large number of questions were set, both on paper and *vivâ voce*, nearly all requiring very short answers, but the candidates were not expected to answer a great many of them. The worked papers were examined very carefully and then each pupil was interviewed for about 20 minutes. This took a long time. The children were taken in batches from one school at a time, and the work was spread over a fortnight altogether.

On the results of this test a certain number of candidates (about half as many again as the number of scholarships offered) were recommended for interview with the Education Committee, with whom lay the final decision. The school was responsible for selecting those candidates who had sufficient foundation of knowledge, while the Committee made their choice on more personal grounds.

It was endeavoured throughout to ascertain whether a boy or girl possessed real knowledge or ability. Serious mistakes were likely to arise through judging by a boy's or a girl's apparent smartness. This had been shown very clearly in certain cases where a pupil, who had been rejected by the Committee when trying for a scholarship, had entered as a fee-

paying pupil and had forged ahead of the scholarship holders. It had been necessary to limit the scheme somewhat to prevent too much stress being laid on smartness.

(b) *Ordinary Entrance Examinations.*

Parents were encouraged to let their children enter for the ordinary scholarship examination even though not desiring to secure a scholarship, and the majority did this. If they did not compete for a scholarship, and the children had not passed any other examination, they were recommended to send them to the school while the scholarship examination was in progress, so that they could be classified at the same time. About 90 per cent. of the vacant places were filled in this way. The remainder were admitted in September, by an ordinary entrance examination conducted on similar lines, but omitting the interview with the Committee. No pupils were accepted who had not reached Standard VI. of the Elementary School or its equivalent.

Examinations during School Life.

The school refused to prepare for Preliminary and Junior Local Examinations. Examinations at the stage for which these were intended were considered undesirable. No objection was put in the way if parents wanted their children to enter for them, which, however, was very rare, and if special guidance was needed within school hours it was given; but as school examinations they were excluded.

The standard of the Junior Local was not very high. An intelligent boy of 12 or 13 might pass it on the minimum requirements.

Examinations at end of School Life.

Witness explained that in his school pupils were prepared for the London University School Leaving Certificate, Matriculation Standard. All pupils above the age of 16, that is practically the whole of the fourth and fifth year, took the examination unless the parents objected. The fifth year was small.

Speaking generally, this examination was very satisfactory from the school's point of view. It was of a general character, there was no close restriction to particular lines of work, and it was of a sufficiently high standard. Moreover, since pupils passed from the school either to London, to Bristol, or to Southampton, it was of advantage to them to have matriculated before they left. The ordinary (Matriculation) papers were supplemented by papers set by the University to cover certain important parts of the curriculum which would not otherwise be adequately tested, *e.g.*, English Literature and Drawing.

It was found that the standard of this examination was perhaps rather high for some of the girls. They did not actually break down, but were scarcely equal to the strain of

getting up to the Matriculation standard, probably owing mainly to the insistence upon a very high standard in Mathematics. The papers were set and marked in such a way that the standard was obviously higher than was usual in that subject. It was not that in one particular examination the paper in Mathematics was abnormally high; by looking at the scale of marks and the percentage of failures in past examinations, it would be found to be always the same. This was the only real difficulty in regard to this examination, apart from a striking difference of standard in the optional subjects, which the moderators did not succeed in eliminating.*

An alternative examination of a slightly lower standard had been provided in the form of the Preliminary Examination for the Teacher's Certificate, which did not involve quite so much of a strain.

This year pupils were being allowed to take both examinations in the same year. Thus they would safeguard themselves from serious trouble if they failed in Mathematics in the Leaving Examination, provided they passed in the other examination. The two curricula fitted into one another reasonably well. The Preliminary Examination was taken at Christmas and Easter, and the Leaving Examination at Midsummer, and the school's own internal examination was omitted in the case of those who took both.

It would probably be a good thing if some method could be found by which the teachers were associated with the examination; but the expense of such an examination would be very considerable as compared with that of the London Matriculation Examination. Moreover, teachers were bound to differ a great deal in their ideas as to the standard of work, and it would therefore not be easy to secure a uniform examination.

The witness agreed that a school ought not to be judged by the number of its examination successes. Parents were, perhaps, beginning to realise that the list of successes was not the final test of a school's efficiency.

Manual Instruction.

At the witness's school every boy and girl had a three years' course of manual work. The boys took woodwork for two years and metalwork for the third year. The girls took needlework, cookery, and hygiene.

The boys gained greatly by this work, which interested them, and whether they became artisans or clerks the benefit showed. The instruction was not linked on directly to the science work, but to a certain extent the boys made apparatus required for physics. It was very important that a boy should

* Since this evidence was given, considerable changes have been made in the London University's School Examination (Matriculation Standard), which is now called the Senior School Examination. *See* page 385.

make something he could see the use of. The school had the advantage of a good instructor, who was formerly an artisan in the works, and possessed a good teaching instinct. This man also taught Mathematics to the junior pupils.

The domestic work for girls still needed a good deal of reform. Cookery, for instance, had been in the past too much a mere accumulation of recipes and too little the application of the process of reasoning. There was, however, a movement in the right direction.

The Reverend A. A. DAVID, late Headmaster of Clifton College, now Headmaster of Rugby.

(*Evidence given October 1st*, 1909.)

EXAMINATIONS AT ENTRANCE.

(a) *Age of Admission, &c.*

The witness said that about a hundred and sixty new pupils were taken each year at Clifton College in the three departments —Senior, Junior, and Preparatory. The minimum age in the Preparatory department was seven, and boys were not allowed to remain there after the age of 11. Boys were not admitted to the Junior School under the age of 10. Most of the best material for the Senior School came from the Junior School. As a rule, pupils were not admitted over the age of 15. It was possible now to insist much more upon this rule than formerly, because the school's position had become much stronger. A weak school was at the mercy of the private schoolmaster.

(b) *Normal Entrance Examination.*

The entrance examination for fee-paying pupils was that which was almost universal for all the Public Schools. The papers were set by a Committee of the Headmasters' Conference and were used as the admission test to a number of different schools. They were worked by all the candidates at their own schools on a given date. The boys were thus saved the necessity of going to the Public School to be examined. As a rule two or three candidates for admission to Clifton were rejected at each examination as being below the standard for entrance.

(c) *Scholarship Examination.*

Scholarships at Clifton College were awarded on the results of an examination which was conducted by means of papers supplemented by a *vivâ voce* examination, in which an attempt was made to find out whether a boy had been well taught or not, and whether he had exceptional native ability of his own.

It was sometimes found that boys who came from the most expensive schools could get no further than the paper examination, whereas others of native ability did much better.

Examinations during, and at end of, School Life.

(a) *The Multiplicity of Examinations.*

The witness said that the evil of examinations was not felt so much at Clifton as at some of the weaker schools. As a school grew stronger the authorities were able to refuse to have anything to do with any but one or two recognised examinations. Even so, however, conditions were a great deal less satisfactory than they would be if there was one universal leaving examination.

Witness had made an attempt to establish a scheme by which boys should take at about the top of the Fifth Form an examination that would be accepted by the various bodies for entrance to the professions. Having passed that examination the boy would have opened the way to his future career, and could then be put through a real educational course, without reference to examination needs, for the rest of his school life. On further experience, however, it was found that nearly all the bodies that professed to accept the proposed examination as equivalent to their own entrance examinations, required a different choice of subjects to make up the certificate. The result was therefore exactly the same as before, groups of boys taking different groups of subjects in the same Form. Thus the acceptance of equivalents had not, up to the present, done much to alleviate the position. The school definitely refused to adapt its curriculum to the requirements of the public examination of any outside body except the Universities of Oxford and Cambridge, and on the Army side to the requirements of the examination for entrance to the Army. The whole of the Classical and a good many of the Modern Sixth were entered every second year for the Oxford and Cambridge Joint Board Examination, and special arrangements were also made for a few boys who wished to pass the London Matriculation. Other types of professional examination were excluded from the school's purview so as to avoid deviation from what was regarded as the best course of education for the pupils of the school.

(b) *The need for a uniform System.*

Witness said that he was not in the least afraid of a universal State examination. It had been wanted for a long time; but it was very difficult for the Board of Education to institute such an examination. There was also a very natural hesitation about taking away—especially from the newer Universities—that purview into the intellectual life of the district which was inseparable from examination.

Witness did not think there would be any serious opposition on the part of headmasters to a universal system of school examinations on the ground that their privilege of selecting the examinations for their own schools would be taken from them. Their selection was generally decided merely by the master's patriotism to his old University. Moreover, in introducing any system of this sort the Board of Education would have behind them the whole power of their grants.

Personally, he was not in the least afraid of the State having a hand in the examination of schools, and he thought that if the Board of Education would make up their mind as to what should constitute a really good preliminary education up to 16, and would decide upon a sound examination scheme, the various examining bodies would fall into line.

It was the opinion of all Secondary School masters that it would be a good thing to have two examinations towards the top of the school, one of which would be taken by boys wishing to go to the University, and the other by boys aiming at a commercial or professional career. The present moment was particularly favourable to the establishment of such a plan, as there were signs that business men were beginning to give up the idea that their boys should have been trained in special commercial subjects; they wanted boys to be taught to think, and were also inclined to leave them later at school.

(c) *The Place of Inspection.*

Examinations differed very considerably from inspections. The Universities would be able to conduct the examinations well in an ideal system where examination was combined with inspection and where the examining and inspecting bodies each had access to the other's experience and knowledge. He was quite convinced, however, that the Universities could not conduct inspections properly. There was a very special art in carrying out an inspection thoroughly, and the Universities seldom got men with a proper knowledge of the work.

Witness had heard much from headmasters about the inspections conducted by the Board of Education, and his own school was to be inspected by the Board in the summer of next year. He had made careful inquiries and found that the attitude of the Board's inspectors towards the schools was increasingly sympathetic, and that the amount of returns to be made beforehand, though still great, was less than formerly. Many headmasters had testified to the beneficial results of such inspection, and told him that things had been pointed out by the inspectors that they would not have seen themselves.

A resolution approving of a national system of inspection was moved at the last Headmasters' Conference. For certain reasons, however, the moment was not propitious, and some members voted against the resolution who in the ordinary way would have voted for it. Consequently it was defeated by 25

votes to 22. Under normal circumstances it was probable that the motion would have been passed.

(d) *School Records.*

Witness said that he kept a record of each boy's school career by means of what were termed "character sheets." He himself made abstracts from the half-term and end-of-term reports. They were not very formal. He thought that a plan of school records might be worked out for general use in Secondary Schools. In an ideal system it would seem desirable that such a record should count in the examination; but some headmasters saw difficulties in the way of doing this, and until it had been tried it was rather hard to say whether it would be practicable.

(e) *Internal Examinations.*

As regards internal examinations, two such were held in the year, each lasting about a week, one at the end of the Summer Term and one at the end of the Christmas Term. For this purpose the staff was arranged into committees to test the work in Forms other than their own. Sub-committees were also appointed to report on special subjects. Unfortunately it appeared to be necessary to put an examination before a boy in order to make him think that a subject was of real value. Witness had endeavoured to make the pupils understand that a subject might be of importance even if it was not examined; but he had not succeeded.

Dr. D. Forsyth, Principal of the Central High School, Leeds.

(*Evidence given October 28th*, 1909.)

The witness explained that his school took 95 per cent. of its pupils from Public Elementary Schools.

Entrance Examinations.

For the benefit of both Elementary and Secondary Schools it was necessary that an individual qualifying examination should be held—(1) to estimate the result of elementary education up to the age of 12; (2) to arrange in Elementary Schools for special classification for the two years 12–14; and (3) to bring closer the relation between Secondary and Elementary Schools.

There was a feeling that the upper part of the Elementary School should be more specialised; that a child who was to remain in the Elementary School should, during the last two years, do work related to its future occupation. On the other hand, if the child was going to a Secondary School, the sooner it went the better.

There was a large preparatory school attached to the Leeds High School, which took pupils from 10 to 12 years of age. Parents intending to keep their children at school till 16 were persuaded to send them at the age of 10 to this preparatory department, where they had a curriculum quite different from that given in the Elementary School. This was a great advantage, because teachers in Elementary Schools had not time to give special attention to pupils intending to go to Secondary Schools without neglecting the great majority who were not going. And it would be a long time before the Elementary Schools could be considered as preparatory to the Secondary Schools. There were certain subjects in the Secondary School that could not be rushed. There would be no objection to the postponement of Latin till 12, but French must be started earlier.

EXAMINATIONS DURING AND AT END OF SCHOOL LIFE.

(*a*) *The Present Position.*

The witness said that there were between 400 and 500 pupils in the Secondary department of his school. About 150 or more left the school at various stages each year. Of those leaving the highest division (*i.e.*, the Fifth Year) fully 30 per cent. went on to the University; but the whole of the work in that division went up to the level of Matriculation. Probably about 14 to 20 per cent. of the whole number of those who left the three upper Forms during the year went to Universities. Nearly all of these students went to the University of Leeds.

Pupils could take the Matriculation at the end of the Fourth Year, and those who were entering for professional examinations and then going at their own expense to the University, left at that stage. For University scholarships, however, they went on to the Fifth Year. The majority of those who went to the Universities obtained scholarships. In the Fifth Year there were three classes: one working up to the standard of the Matriculation Pass, one to the standard of the Matriculation Honours, and the other doing work above the Matriculation altogether.

The school did not aim at examinations, the curriculum being considered of more importance than examinations. If a parent wanted a boy to be prepared for any particular examination, no deviation from the ordinary course of studies was allowed; but the parent was informed that the boy would be ready for the examination after such and such a period of work.

In the case of boys going into the various professions the procedure they followed depended very much on the question of money. Often they did not take Matriculation, on account of the fee, but passed instead some other qualifying examination.

At first, in the case of engineering, the schools had had a great fight with employers who wanted their apprentices to start work at 14. But there had recently been a great

change in this matter, and employers of all kinds were now asking for boys and girls with a much higher standard of general education than was formerly thought necessary.

A number of the pupils in the school took the examination for Second Division Clerkships in the Civil Service.

Many boys, too, left the school and went to coaching establishments for this purpose; but parents were encouraged to let their boys remain at the school until such time as they had, by following the normal course of studies, reached the standard at which they would be ready to enter for that examination. There were coaching establishments for Civil Service examinations in nearly all towns. There had, however, recently been a great reform in the character of these examinations, which now gave much greater recognition to the Secondary School curriculum. The ordinary curriculum of the school was even now not the best suited to a boy going in for the Second Division examination; but it was found possible without any deviation from the ordinary course to achieve some measure of success. In order to get the best educated boys the Civil Service Commission should go to the schools for them. A system which led to boys passing out of school into the hands of "crammers" for the purpose of preparing for the examination was bad from every point of view.

At present the Matriculation examination was too hard for pupil teachers; but if these pupils came to the Secondary School at 12 and stayed until 16, this examination should not present much difficulty. At present about one-third of the pupil teachers at the school took the Matriculation, and the remaining two-thirds the Board's Preliminary examination. There were about 60 such pupils in the school, and no deviation from the ordinary curriculum was made in their case. The extra subjects were provided for by special courses.

As regards the Board's examination the whole of Part I. might, with great advantage, be included in inspection or entrusted to the teachers. This examination, however, had been greatly improved in late years.

(b) *Improvements needed in the existing system of Examinations.*

The Matriculation examination stood in need of several improvements.

In the first place practical subjects required a practical examination. French and German conversation, practical physics and chemistry, should certainly be examined in the school by a visiting examiner. In fact, paper examinations in these subjects were of little value without such practical examination. The ordinary inspectors could undertake this work, and the University professors also might well come and see the standard of work the schools were doing. This would be of benefit to the schools, and would also be a gain to the professors

in the classification of students at the University. Many students in their first year at the University suffered considerable loss of valuable time owing to their being put in a junior division, where they did work they had already done at school; and, of course, the better the student the greater the loss of time. Moreover, owing to the ease with which they did their work during the first year, they sometimes developed slack ways. The position would be greatly improved if the professors would visit the schools to see the students at work and to hear the teachers' opinions.

In any case, the necessity of bringing inspection into the leaving examination was a pressing and important matter, as, also, was the giving a value to the teachers' reports of term examinations and records of pupils' work.

The witness laid great stress on the value of teachers' term examinations, and on their appreciation of the ordinary work of the pupils from day to day. For this reason he found fault with all external examinations that were not intimately connected with the school. There was no doubt the teachers could be trusted to examine their own pupils. If they were not fit to do that they were not fit to be teachers. Teachers should also have a place on every board of examiners.

A purely paper examination could not be a satisfactory test of a school. Certain types of subjects were not capable of being tested on paper. Particularly was this the case with girls. Often brilliant girls did not shine at a paper examination. The papers, in the setting of which the practical teachers should take a share, should be accompanied by an evaluation of the methods of teaching by a visiting inspector, who might be the ordinary Secondary School inspector.

The witness had had experience of the inspections conducted by the Board of Education and considered them very satisfactory. There had been a great improvement in recent years in these inspections. It would, however, be desirable that the inspectors should be appointed rather older, and have had more teaching experience, and that they should be expected to be experts in one or some subjects. They were men of sound commonsense, and were exceedingly useful to masters as distributors of information.

In attempting to bring inspection into combination with examinations, the Universities would be the difficulty. Some of the professors were personally in favour of such a plan; but, on the other hand, the University said that bringing in the inspector meant introducing someone of importance who was not under their control.

Witness was unable to say how far the various professional bodies would be ready to accept any new examination in lieu of their own preliminary tests. But he did believe that, if the Government were boldly to introduce a satisfactory scheme, it would be a success, and that any opposition from interested parties could not survive.

The witness had no sympathy with such examinations as the Junior and Preliminary Locals, and he did not permit any special preparation for them in his school. He considered them beneath the dignity of a University; besides, there was no use in having a University examination that did not lead to a University. It was a matter for regret that the Northern University Board was following the lead of older Universities and proposing to establish a junior examination.

It would, however, be advisable to have an intermediate examination for pupils who needed a leaving certificate somewhat below the University level. For such an examination there would be no objection to University professors acting as examiners; but the chief element in the examination should be the teachers, and the examination should itself be only secondary to the more important function of inspection.

Boys intending to go on to the University would pass by this intermediate examination altogether. There should be no necessity to put a boy through one examination as a training for a later one.

If a satisfactory scheme were established it could be worked in with the ordinary school examination, and would not interfere at all with the ordinary work. The examination should be held in the last term of the session, and only once a year; there should be no second chance for candidates who failed.

A pass examination should represent the average attainment of a certain school period, and should include all the subjects of the curriculum. Teachers were greatly troubled by parents who wished their boys taught only subjects necessary for examinations. That was, of course, a very narrow view to take and caused difficulties in the curriculum.

(c) *The Control of Examinations.*

There should be a central board in London containing representatives of provincial boards, which should be established in different parts of the country with the Universities as their centres. The central board should be directly under Government control, and should be responsible for the equalization of the standards of the different provincial boards. It should keep in intimate connection with national elementary and secondary education, and with the local Universities. The witness was not afraid of the State taking part in the control of the examinations.

(d) *School Records.*

In the witness' school each pupil had a report book in which were entered in columns his marks for class work in each subject, the marks he obtained in the term examination, and the signature of the teacher, and a space was also left for special notes.

At the bottom of each page the Principal wrote, after conference with the teachers and an inspection of the examination papers, some general remarks on the pupil's progress. This latter was a very laborious business in a large school. Each pupil's record was sent to his home at the end of each term for signature by the parent. It remained always available for inspection at the school.

(e) *Internal Examinations.*

In the witness' school, no warning was given when an examination was going to be held; so there could be on "cramming." The examinations were fitted into the ordinary routine, and lasted for over three weeks. The results were tabulated and placed in every class-room. The worked papers themselves were handed back to the children, who were at liberty to point out to the teacher any instance of the marks having been wrongly added. Although the examination was of a purely internal character and confined to pupils in the school, the competition for position in the result list was very keen.

Examinations in Evening Schools (Advanced and Technical).

All over the country there was a falling away in the numbers of students at Evening Schools. All along they had suffered from the lack of preparation in their students, who came often without any training in literature or language, and as a result never got beyond the first stage; without better training these students could never take the advanced classes. Secondary School pupils, on the other hand, having had a proper preparation, should be placed at once into classes sufficiently advanced to suit their attainments. It was necessary, therefore, that there should be an examination for the purpose of classifying the students when they entered the school.

Furthermore, there had been too much working for single subjects in Evening Schools. But students were now being made to work on grouped lines, and it was desirable that some diploma should be given to those who had passed successfully through a long course and whose education had been too technical to fit them to take Matriculation. The examination should be of a practical kind, conducted by the teachers, and should contain an element of inspection.

The Very Reverend T. C. Fry, D.D., late Headmaster of Berkhamsted School, now Dean of Lincoln.

(*Evidence given October 28th*, 1909.)

Examinations at Entrance.

No entrance scholarships were given at Berkhamsted School, except for free places as required by the Secondary School Regulations; but a good many scholarships were distributed by examination and record to boys within the school. For free places the most promising boys between 10 and 12 were selected, and it was found that the nearer they were to 12 when they came the less well they did. After the first year the best ones were always those who came youngest.

The examination for free places was conducted by means of papers which were marked by a head teacher of an Elementary School in London. The papers were afterwards looked through, but unless there were good reasons the teacher's marking was accepted without further discussion with him. The local teacher of the boy was also required to furnish a full report of the pupil's school career, and the boys afterwards came up for a *vivâ voce* examination.

Examinations during and at End of School Life.

(a) *The Need for Improvement in the Examination System.*

The witness believed that future educational progress depended entirely on the adjustment of the present examination chaos.

The Universities must be made to adopt without question the final certificates given in schools, and, on the other hand, no final certificates should be allowed in schools unless they were accepted by the Universities. The present diverse requirements of the Universities were fatal to a good leaving examination. There should be a common denominator for Universities. The way would be clear if only the Universities would lay aside their superstitions for particular subjects.

Witness did not think that such a system would lead to a great increase in the number of boys going on to the Universities. As many went now to Universities as would be able to go unless there was a national movement towards helping the poor boys, or a considerable cheapening took place in the expense of University residence. Any such movement as that would certainly lead to a much larger number going to Universities. Under present circumstances witness would not advise a boy being sent to Oxford on less than 150*l*. a year; he would not be happy.

The proposed examination should qualify for entrance into the various professions. At present the Oxford and Cambridge Locals covered some of the preliminary examinations for the

professions, but not all of them, and the difficulty was that there were vested interests already established, and the various examining bodies would fight against losing their fees. Certainly compulsion should be applied there. Boys went in for all kinds of professions, and if the Oxford and Cambridge Certificates did not cover the entrance examination they had to go through a special course.

There should be a junior certificate of sufficient strength to cover the ambition of the average boy who could not reach the highest classes of the school.

Whatever certificate might be given, it ought not to be considered absolutely the last thing in the school course. It should be such as might be taken in the Lower Sixth Form, and after getting his certificate, a boy should go on to more specialised work. A very satisfactory scheme was proposed in connection with entrance to the Army, but had been mutilated in consequence of the protests of certain interested parties. It was suggested that there should be two examinations, a certificate and a qualifying examination, of which the former should cover all the Army subjects, with a very wide choice, and that a boy at an inspected school who passed that examination should have no further preliminary examinations to pass, while other boys would have to pass a preliminary examination before each of their three Army examinations. The consequence was that the schools at once asked for inspection while the boys set to work to try for this higher certificate. But the "crammers" objected, because if a boy left an inspected school to come to them before he had obtained that certificate, he was bound to take the qualifying examination annually, and their protests were successful, the scheme being withdrawn; and so the spread of the certificate course and inspection had been much damaged. It was hoped that some new ways out might be found.*

(b) *The Control of Examinations.*

A University Board to control a scheme of leaving certificates would be excellent, and the witness could not see why the Universities should not be quite willing to accept a leaving certificate so contrived, because a boy with such a certificate would be infinitely above the ordinary boy going in for Responsions. At present, if a boy was an absolute "duffer" he was sent in for Responsions.

For the qualifying examination for the Army there was a Council on which all the big examining bodies had a Representative. That was a system of combination which had worked perfectly well.

Witness was in favour of having a federated board of Universities coupled with some inspecting element, which

* The reluctance to face the financial question as to the pay of officers has so affected the supply that the Advisory Board's plans have unfortunately been still further traversed.—T. C. F.

should be a visiting board for examination purposes. Everything seemed to point to the desirability of having a system in which inspection and examination were combined, and inspectors and teachers worked together. He would, however, draw the line at confiding the whole work of any particular district to a single University, so that, for example, in one district a school had to be examined by London and another by Birmingham, and so on.

(c) *Method of Examination.*

A partial cure for the evils of the present examination system could be applied in the shape of the adoption of the Scotch method, combined with a little more elasticity in the way of the Prussian system of letting masters examine their own pupils, and of a thorough inspection of the work so done, and of the pupils' records.

This would prevent mere running for examinations, and avoid the specialisation for examinations, from which schools now suffered. At present many of the weaker schools were not taking the examinations in their stride at all, but as their topmost jump. A mere paper examination was bad; but it was difficult to alter it, because of the British suspicion of the masters. There was no reason at all why the teachers (especially in the junior Forms) should not take a large share in the examination as long as a careful watch was kept and the final judgment rested with external persons. It would not be right to allow even a headmaster to have the ultimate decision in an examination, but there might be a great deal done in the direction of the Scotch system, in which the master presented to the inspector a list of boys he thought worthy of consideration. It was open to the inspector to test any others if he thought it desirable, and to set papers for the selected candidates; or the ordinary teachers might be allowed, as in Prussia, to examine their own boys in the presence of the inspector and the headmaster, both of whom should have power to put any further questions they liked.

Anything which would disillusion the British mind of the fear of trusting the teachers would be good, while an increase in the responsibility of the teachers would improve the morale of the profession. That the teachers were capable of being trusted was shown by the experience of the Admiralty examination for cadets. The Admiralty asked the schools for reports on the boys sent in for the cadet examination, and perfectly frank reports were sent, the schools knowing that the position of their best boys would be spoilt if they did not tell the absolute truth about their second-rate boys. So, in a wider system, the district inspector would certainly be able to tell which headmaster he could implicitly trust.

In the examination of Science subjects paper work was not worth anything unless it was supplemented by practical work.

Similarly, for the purpose of examinations in handcrafts, everything a boy had done should be put on record; a paper test alone was worthless. The inspector should then have the widest privilege to choose boys to do work before him, and if he was satisfied with that work he would be able to trust the record. It was important that this practical work should be tested properly, because certain boys, who could make comparatively little of bookwork, when placed in a laboratory or workshop sometimes became geniuses. Such boys were at a disadvantage in an examination consisting of paper work alone. In answer to questions, witness said he did not think it was the case that bookish boys were necessarily best at practical work, nor that those bad at bookwork were usually the best at other work.

(d) *School Records.*

A school record would form a very useful part of an average school-leaving examination; but it was necessary to distinguish between competitive and pass examinations. It could hardly be used, for instance, in an examination for University scholarships.

The school record should show the boy's position in class, and the subjects he covered, any prizes he had won, every manifestation of brains he had given, and whether he had been working on a continuous line up till the point at which the inspector found him. The record might be shown in the form of a graph, and in the case of a sudden drop the reasons might be given.

Here again the public might well trust the teacher. The teacher whom it might not be advisable to trust was the one who had a private school, struggling for life and advertisement against a number of others.

The school record did already take its place in the Scotch system of leaving examinations, and had a definite effect on the result in the paper examination. The candidates were given a good many questions from which to choose; but it was quite possible that a boy who was really moderately good might not do himself justice. In such a case a good school record would probably pull him through, whereas the same boy would be rejected by an examining body which depended solely on paper work.

(e) *The position of the Middle Class Preparatory School.*

The witness considered it to be of the utmost importance that any scheme should deal with the Middle Class (especially private) Preparatory Schools, some of which were extraordinarily inefficient. But this was the most difficult part of the problem, and there seemed to be no way of doing it effectively, save by ruling that no person should teach without a licence and no school exist without public inspection. It was doubtful whether this would be possible.

Boys from such Schools, when they came to Berkhamsted, were often far below the standard they should have reached. It was not only absence of standard, but the extraordinary absence of level in the subjects done. "Elasticity" was the same blessed word in education that "Mesopotamia" was in theology. A boy might have a fair amount of Geometry and yet never have touched Algebra, or have done Quadratics in Algebra, and yet never looked at Geometry.

This condition of things was very often fostered by the examinations and by the supreme ignorance of the British parent, who thought his boy remarkably clever yet had not really the slightest idea of the standard of what he had done. Successes in inferior examinations often misled parents as to their children's ability, those who had passed junior examinations often proving to be remarkably ignorant.

The Reverend H. B. GRAY, D.D., late Headmaster and Warden of Bradfield College.

(*Evidence given October 21st*, 1909.)

EXAMINATIONS AT ENTRANCE.

(a) *Age of Admission.*

The witness said that principals of Preparatory Schools kept their boys as long as they could. The age of admission at Bradfield was theoretically 13½ to 14¾. Boys were never taken over 15, except in special circumstances, such as when a boy had lost a term by being ill, or when he was going direct into the Army Class. It was preferred not to receive scholarship winners before 13½ or 14, because of the danger of forcing them too early. So many boys seemed to stop short at the end of their school or college course; quite a number were brilliant till about 22 or 25 years of age and then suddenly stopped. There was a great danger in pressing boys too soon, and this was one fault of the present tendency to judge a school by the number of its successes.

(b) *Common Entrance Examination.*

The ordinary commoner at Bradfield had to pass a qualifying examination at his Preparatory School. The papers were set by a Central Board and the results were examined at the Public School. Forty-seven Public Schools had adopted this examination, and nearly all the Preparatory Schools used it. Each boy had to pay 10*s.* for the examination. Those who did not come up to the standard required were not accepted at the Public School. The standard, being set by each particular Public School, necessarily varied greatly, some schools not being full and others over full.

If a candidate did not appear from his papers to be satisfactory he was sent for. Then, if found to be distinctly below par, his parents were told he must try again. More rarely a boy would be rejected altogether. No boy was accepted unless he was considered suitable.

(c) *Scholarship Examinations.*

For the Scholarship Examination at Bradfield there were two sets of papers: (*a*) for boys 13 to 14, and (*b*) for boys 14 to 15; the latter being distinctly harder than the former. There was no difficulty in working the two grades of scholars harmoniously into the general scheme of the school.

There was undoubtedly a very great and increasing competition amongst Preparatory Schools to achieve successes in the examinations for scholarships at Public Schools, and the principals were constantly writing to know what places and how many marks their pupils obtained in the examination. The Public Schools were undoubtedly guilty of encouraging this competition, but once having started the system it was very difficult to give it up. For the Bradfield Scholarships a boy was not allowed to compete unless he pleaded *in formâ pauperis*; in such cases the facts were always investigated and the limitation was effective. It would be quite possible to allow candidates who were well off to take the examination and obtain the honour of passing without taking up the scholarships. Sometimes this was done; and sometimes parents of boys who accepted scholarships resigned them when they became better off. This, however, was rare.

EXAMINATIONS DURING AND AT END OF SCHOOL LIFE.

(a) *Examinations of the Senior Forms.*

The ordinary examinations taken at Bradfield were the London Matriculation on the modern side and the Oxford and Cambridge Joint Board Higher Certificate on the classical side. The whole of the Upper and Lower Sixth Forms took the latter examinations. Boys who failed went in again. The College paid half the fee for a second entry and the whole of it for subsequent attempts.

The London University School Examination, though very faulty a few years ago, was very much improved. It was now a very sound examination, especially in the choice of subjects it gave.

(b) *Examinations of the Lower Forms.*

No Forms below the Lower Sixth at Bradfield were subjected to external examinations. No Senior or Preliminary or Junior Locals were taken, and the boys had not as a rule entered for such examinations before they came. They were too young, for one thing, and further, the class of Preparatory School from which they came either aimed at Public School scholarships,

rather than public examinations, or founded their reputations on careful nursing.

(c) *The Multiplicity of Examinations.*

The difficulty of the present system was the strangulation of work caused by preparing for so many different examinations. They interfered with the course of work, and masters were not able to take their pupils through those studies which they considered best suited to them. This difficulty was almost as bad now as a few years ago, because certain public bodies still required different books and subjects. So there might be one boy working for the Accountants' Preliminary Examination, another for the Legal Preliminary, and another for the College of Preceptors Examination, and all using different books. This was very injurious to the school, and the parental mind seemed not able to realise that a master could not break himself up into several parts and give individual attention to each boy in a Form. Moreover, it was extremely difficult to say a boy could not be prepared for any particular examination. If he did not get the help he required in the ordinary school course, he had to have private tuition, greatly to the detriment of school discipline and the boy's own interests and development. It was made a rule at Bradfield that any boy preparing outside the Form curriculum and individually for special examinations must show his work as a matter of discipline to a private tutor out of school.

(d) *Method of Examination.*

Witness thought it would be possible to make arrangements by which the teachers should assist in the examinations. The papers might be set by an outside Examiner and the teachers allowed to look over the papers for each other's Forms.

Examinations ought not to consist solely of paper tests. Manual training, for instance, could only be tested by results and by a visiting examiner. But the advantage of this particular subject was that the boys were so keen that it really did not matter whether the work was tested or not.

The ideal system of examination should have regard to all the activities of a school. For this purpose it was necessary to have a certain amount of inspection linked on to the ordinary paper tests. In order to appreciate fully the purpose of the school the examiner should live in its atmosphere for a week or two.

Witness considered that the Board of Education's full inspections were a great deal more satisfactory than those conducted by the older Universities. The method of sending several capable men in a body was itself calculated to produce better results than were obtained by an inspection conducted by one man or by two. The inspectors themselves, too, were mostly men who had been practical teachers. At the same

time, it was necessary to guard against such dangers as that of sending an ex-assistant master of a school possessed of considerable wealth to inspect the science apparatus and teaching of a more impecunious school; because, basing his judgment on what he had been accustomed to, he was likely to write a discreditable report on the apparatus of the poorer school, although the results in that school might be better than those in the richer. Often the man with the humblest apparatus achieved the best results.

The comparative failure of the Oxford and Cambridge inspections was partly due to the fact that they did not allow sufficient time for them, and that their choice of inspectors was limited. Practically, such choice was left to the discretion of two or three appointing men, whereas the choice of the Board of Education was free and open. The witness knew, for instance, of a recent case where a science inspector went to a school and was only there for three hours, and his appointment was in the hands of one or two men.

(e) *The Accredited School System in America.*

The witness said that as a member of the Mosely Commission he visited the United States in 1900, and saw the accredited school system there. Under that system, when it was first started, there was a Board of Professors who went round from the University and visited all the High Schools and Grammar Schools in their district, and after a certain inspection and examination placed such schools as were satisfactory on to the Accredited List. This meant that within the following three years any pupil in such a school would, on the recommendation of the headmaster, be admitted to the University without further examination.

This inspection, conducted at first, as stated, by a Board of Professors, subsequently devolved upon a single officer, called the President of the Accredited School Examination, and on his report a school was now added or struck off the list.

The headmasters had the responsibility of recommending boys as fit to enter the University, and they felt their responsibility keenly, so keenly, indeed, that they often would not accredit pupils who might be worthy of it. Such pupils were not finally excluded; but they had to pass an examination to get in. The schools did not prepare such pupils for this examination, the pupil having to secure his preparation privately. Similarly, a student from a school which was not accredited could get into the University by passing an examination.

The members of the Mosely Commission were almost without exception in favour of the system, and a recent report from Minnesota, in which the system had only lately been introduced, was most favourable. What the Commission did feel was that, owing to a reaction in the Eastern States, a greater number of private schools had grown up there, and were filled with the

sons of richer people than those whose children went to the public schools, and that in those particular schools a stimulus in the shape of an examination was rather necessary. None of these schools was accredited.

None of the Eastern Universities recognised the Accredited System. The Universities in America were of two kinds: (*a*) private Universities supplied by private endowments, and (*b*) the State Universities of the Middle West and West, supported by taxation. It was amongst the latter that the accredited system had its home.

The day was very far off when anything approaching the Accredited System would be received in this country, and in present circumstances it would be practically impossible to attempt to introduce it: such a system could not be adopted until or unless all schools were practically as well as theoretically under the survey of the Board of Education.

Mr. Cyril Norwood, Headmaster of the Bristol Grammar School.

(*Evidence given October 28th, 1909.*)

The witness explained that he had been at his present school only four years, and that previously he had been at the Leeds Grammar School.

Entrance Examinations.

The witness said that he had not seen much of entrance examinations, because he had had very little experience of schools which were able to pick and choose from the material available. At his own school, however, he had just lately been able to reject unsatisfactory boys.

He considered that an entrance examination should be both written and oral. Great stress should be laid on the oral test at this stage, as young boys failed to do justice to themselves on a paper test to the extent of about 20 per cent.

As regards the age at which pupils should pass from the Elementary to the Secondary Schools, witness considered that they should be transferred, if possible, just before 12. If they came at that age to the Secondary School, it was quite possible they might gain a fair knowledge of Latin and French. A good Elementary School boy coming at that age could easily reach the standard of the open scholarship at Oxford or Cambridge before leaving, and at the end of a couple of years he was quite equal to the boy who started French and Latin at 10.

If the Elementary School boys were put straight into the general part of the school when they first entered, they did not

reach so high a standard at the end of their course as the other boys; but if they were kept separate for the first year, and the best teaching was devoted to them, practically all of them did very well.

At both the Bristol and the Leeds Grammar Schools the Elementary School pupils came rather late—nearer 13 than 12—with the consequence that they were rather overworked.

EXAMINATIONS DURING AND AT END OF SCHOOL LIFE.

(a) *Internal Examinations.*

There should be internal examinations in schools at least twice a year, at which all subjects would be examined. Where it was known that a subject was not going to be examined, there was a tendency for boys to be slack, and for some masters not to take such pains as they might.

Examinations were held at the Bristol Grammar School at Midsummer and Christmas, and on each occasion the whole course of studies was covered. The examinations were conducted largely by means of oral work where that was possible, and in the case of science by means of inspection, the senior master watching every class at work. Promotion, which mainly took place at Christmas and Easter, was based on the results of these examinations.

(b) *Annual Examination of the whole School.*

The scheme of the Bristol Grammar School had until quite recently contained a requirement that every subject in the curriculum should be examined annually by an external examiner, implying an examination all through the school, from top to bottom. This clause had just been altered by the Board of Education.

For the purpose of this examination an examiner had been appointed by the Governors, and he had done as much as he could himself, and sub-let to other examiners those subjects which he felt he could not examine. It had proved a costly system, and it was exceedingly difficult to make the examiner understand the working of a large school and the sort of papers necessary for the work done, because an external examiner with experience of boys was so hard to find. The examiner sometimes simply rushed through the examination as hastily as possible, and the results were then ludicrous. One examiner undertook to examine all the subjects except Science, viz., Latin, French, Greek, German, English, History, Geography, Mathematics, Shorthand, Book-keeping, and Drawing. He conducted the examination of 180 boys and brought out the results in eleven days.

(c) *Mutual Arrangement between Schools.*

The witness tried to get rid of the difficulty of external examinations by arranging a transfer of senior masters with the

Leeds Grammar School, where he had himself been a master. Two senior masters from Leeds inspected the Bristol Grammar School and two senior masters from the latter inspected the Leeds Grammar School. About ten masters on each side acted as examiners. This was done as an experiment, and the report on each side was very valuable, and each school was brought into touch with a standard and methods different to its own. An examination of this type had the merit of being done by practical teachers who understood exactly what the difficulties were. The witness had not been able to find any other school which would consent to a similar exchange, and he did not think it could be made a general system. For one thing, it was difficult to find two schools of quite the same size and type.

(d) *Examinations of the Senior Forms.*

At the Bristol Grammar School on the modern side there were three Forms: Fifth, Lower Sixth, and Sixth. The Fifth and Lower Sixth were bound to take some external examination, and they took the London Matriculation. It was made a rule that no pupil should be promoted to the Sixth Form unless he had passed that examination. On an average about 7 or 8 boys went annually from the Bristol Grammar School to the Universities out of about 50 or 60 leaving; but the number varied greatly. The great majority left at about 16 or 17, though the tendency was for parents to recognise that boys ought to stay longer, and the larger manufacturers also had approved of a later age of leaving.

(e) *The multiplicity of Examinations.*

The school, being in an expanding state, was in a pretty strong position, and was able to tell parents who objected to its curriculum that they must withdraw their boys. Had the school consented to the requests received during the present year for special training for particular examinations, it would have had groups of pupils working for at least ten different examinations. It had been able to stand out against the parents; but it was a fact that great pressure was put upon headmasters and mistresses, and it was almost impossible in many schools to prevent the modern side being split up into little groups under pressure of the parents' demands, with the consequence that each part received only a portion of the master's time. This often happened even when the whole class were working for the London Matriculation, all the boys taking English and Mathematics together and then being divided into three groups for the alternatives—(*a*) German, Latin, and Chemistry; (*b*) French and Greek; (*c*) History, Geography, and Physics.

Although many professional bodies were ready to accept the London Matriculation as equivalent to their own preliminary

examinations, they all made stipulations as to particular subjects. Thus the acceptance of equivalents had by no means removed the difficulties of multiplicity of examinations.

Another bad result of this multiplicity was that boys who needed for a particular examination extra time at a certain subject were allowed to work at it by themselves, and to set boys of 14 or 15 to work by themselves meant great waste of time. This plan was growing all over the country. With a reasonable system it could be averted.

The Civil Service examinations constituted a very serious evil. Their requirements were so varied that they could not possibly be covered by school work, while the papers being in the same form year after year, the "crammers" knew almost exactly what type of questions to expect. The competition at these examinations was excessive, as many as 15 candidates trying for each vacancy. This system, by which boys were taken from school during the best time of their life and simply "crammed" was badly in need of investigation.

The schools themselves were not wholly innocent in regard to external examinations. They were greatly tempted to produce as long an honours list as possible, and put boys and girls through examinations which were often quite unnecessary and even a hindrance.

Sometimes clever pupils were utilised rather unscrupulously to enhance the credit of a school by achieving examination successes. For instance, a girl with great promise in mathematics, after getting all the distinctions she could in that subject, was diverted to Latin and Greek to get distinctions on that side, with the result that she was not so capable of getting a mathematics scholarship at 16 or 17 as she would otherwise have been. In another case a girl of great classical promise was deliberately switched off to biology because her school had not been doing well in science. There was undoubtedly a temptation to exploit the clever pupil for the benefit of the school, without regard to the pupil's own well-being.

(f) *School Records.*

Much more importance should be attached to the school records of pupils. At present most schools had a very insufficient clerical staff and probably the great majority of them kept no record of their boys' term reports, performances, and history. It would be quite feasible that every boy entering a Secondary School should have a book that should be kept for him, and which should contain a record of every report on his work, of all his performances, of the part he took in games and school societies, of his physical growth and health, of any serious punishments, &c. Such a record would be a basis for estimating what a boy had done, and would be a guarantee of a thorough course of instruction in a recognised school.

(g) *Suggestions for Improvement in the present System of Examination.*

There should be two examinations, one at 16 and one at 19. An examination at 16 was very much demanded for boys entering business and the minor professions. In each case the school record of the pupil should be taken into consideration, and the schools should be thoroughly inspected at all times.

The principle of the two examinations was the same. The only difference between them was that in the higher examination the Universities might fairly claim a larger voice in saying what the subjects and the standard should be.

The Board of Education should lay down the curriculum for Secondary Schools and enforce the leaving examination. The conduct of the examination itself should then be left to bodies such as the local Universities, who would work in conjunction with the teaching staff of the school. There should be a written examination, which should not be very exhaustive, and a searching oral examination; and great importance should be attached to the school record of each pupil. The local inspector who knew the school thoroughly might well take some part in this examination.

The examining board should consist of the headmaster, one or two senior masters, the local inspector, or any other assessor the Board liked to appoint, and representatives of the Universities. The schoolmasters should not take the lead in the examination, but they should be present to check any unfair questions that might be asked by the presiding examiner.

As regards the inspection by which the examination should be accompanied, the witness was exceedingly well satisfied with the inspections as conducted by the Board. They had an excellent effect on the schools. Many of the older schoolmasters had objected to them at first, but they had come round and approved of them afterwards. The old feeling of suspicion of the State was rapidly dying out; there were now on the Headmasters' Conference at least 40 members who regarded the Board of Education as the only body that could save schools from the chaos they were in, and this number was growing each year.

If the Board of Education put themselves behind such a system and brought great pressure to bear on all schools under their regulations to send in their pupils for these leaving examinations, boys would stay till they could enter for them, and secondary education would become a reality. But it was necessary that the Board should take a principal part in the scheme, because many schoolmasters were unable to resist the pressure of parents and Governors.

The witness felt sure the provincial Universities would be ready to fall in with such a scheme; but he was doubtful about the older Universities. At any rate, the Board would have the whole teaching profession behind them if they adopted a scheme

of the kind proposed and laid it down that for five years they would not insist, but would prefer, that schools should take this examination, but that after the expiration of that period it should be a condition of grants that schools should come within the scheme.

Mr. J. L. PATON, High Master of the Manchester Grammar School; Member of the Consultative Committee.

(*Evidence given June 9th*, 1910.)

THE EXAMINATIONS FOR PUBLIC SCHOOL ENTRANCE SCHOLARSHIPS.

Witness said that the same objections as applied to the Preliminary Local examinations and to the College of Preceptors Junior Forms examinations applied to the examinations for Public Schools scholarships, but much more emphatically, because of the added evil of fierce competition and vicious curriculum.

(a) *Premature Specialisation in Classics.*

The examination led to a precocious fostering of Latin and Greek, the papers including modern translation from advanced authors (without a dictionary) and other work in advance of Responsions. The candidates were all under 14, and frequently under 13 years of age; yet they wrote Latin Prose and Greek Verse, and translated unseen passages of almost as advanced a standard as the work done by Sixth Form boys, and certainly did it remarkably well. But it was not found that in the end this system secured a better type of boy, and the results in Classics were quite incommensurate with the amount of time that had been spent. The pupils were "hot-house products," and the penalty of forced growth was premature exhaustion and loss of interest.

This concentration on Classics was detrimental to all sorts of other subjects. Some candidates offered no French at all; nature knowledge and manual training and other subjects natural for small boys went by the board altogether.

(b) *The great Expense of Preparation.*

Another evil in connection with this system was that the preparation it entailed was so elaborate and costly that it kept out all the poorer boys. Thus the whole object of the scholarship system was rendered futile. Boys whose parents could

not afford to put them through an expensive preparation could not hope to secure scholarships. Others were sent to preparatory schools by parents who could barely afford to keep them there for a couple of years, on the chance of their being able to get a scholarship and so save the expense of their education during the remainder of their time at school.

This evil was the gravest of all: the point where the examination system bore most hardly on the most promising material of the country, by excluding many of them from the Public Schools and ruining others by forcing methods at this early age.

(c) *The question of modifying the System.*

The system showed no signs of passing away. It was condemned two years ago by the Headmasters' Conference, on the initiative of Eton and Winchester; but masters were not yet sufficiently of one mind in the matter, and the schools seemed impotent to free themselves, because, if they denied themselves these picked boys, other schools would snap them up.

It was generally condemned also by the preparatory school masters; but they, too, could not free themselves from it. Large numbers of private schools were dependent for their existence on getting scholarships, for the lists of successes were scanned very closely by the parents. There was, in fact, no class of school more dependent on examination results than these. Some of these schools were extraordinarily good, but practically all needed despecialising. Since, therefore, neither Public Schools nor Preparatory Schools were likely to do anything, the needful action must come from outside. Exactly what form that action might take, it was impossible to foresee.

(d) *The Interview System.*

The Manchester Grammar School pursued an interview system for its entrance scholarships. That is to say, they did not go rigidly on the results of the written examination, but from those results selected the best candidates, and then made the final choice by the aid of interviews. The system entailed considerable expenditure of time and trouble, but was worth doing. The personal knowledge which the headmaster got of his select candidates was far better under such a system. It was probably true that the scheme of the Admiralty for recruiting naval cadets by means of interviews was not as successful as it might be, owing to the fact that preparatory school masters preferred to keep their best boys as long as possible and run them for scholarships. The scholarship system, in fact, dominated the whole situation. The Admiralty scheme had been adopted a good deal by schools not in the running for these costly scholarships.

The Interference of Examinations with the Free Development of Curriculum and Teaching Method and School Organisation.

(a) *General Effect of Examinations on Curriculum.*

The witness explained that so far as scholarships were concerned, the Manchester Grammar School worked under three County Councils, one Borough Council, and one City Council, viz., the Lancashire, Cheshire, and Derbyshire County Councils, the Salford Borough Council, and the Manchester City Council. The Lancashire and Cheshire Councils worked together with the Joint Board of the Northern Universities, and the scholarships were awarded on the higher papers in that Board's examination. Senior scholarships were tenable only at a University. There were sometimes as many as 18 or 20 boys going with scholarships to the Universities in one year.

Witness quoted two instances from the Manchester Grammar School as typical of the way in which the curriculum was at the mercy of the examination system.

(i) The experiment was tried of basing the curriculum of the modern side of the school on German as the first language, with French following afterwards. This was done for certain definite reasons (chiefly educational). It was believed that German would give a grammatical discipline which would, in a way, take the place of Latin (which was omitted from the modern side); that German pronunciation was much easier than French for Lancashire boys; and that the German literature (prose and verse) was a good deal more suitable than the French for early language training. There were also other reasons. But as time went on it was found that, owing to the requirements of the Lancashire County Council Scholarship examinations, the Manchester City Council Scholarship examinations, the Cheshire and the Derbyshire Scholarship examinations, and others, the experiment must be given up and French be taken as the first language, with German second.

(ii) In the classical side it was thought that, as the boys had been taking French all up the school, when they came to the Sixth Form they should have German. This language was therefore introduced into the Sixth Form. But if the boys were to go to the University, it was practically essential for them to get one of the County Council Scholarships, and they would lose marks in the examinations for these scholarships if they gave up French, which they had learnt so many years, and substituted a language which was new to them. Consequently, this experiment also had to be given up, although the boys concerned had a working knowledge of French quite sufficient for their needs, while a few years of German would have been of enormous value to them both in the University and afterwards. They would, after three years in the Sixth Form, have become as proficient in German as in

French, and would have known these two languages for the rest of their lives.

(b) *Distraction of Work in the Top Forms of the School.*

There was a great deal of distraction in the top Forms caused by the requirements of some of the scholarship examinations. Candidates for these scholarships had to take English History, and they wanted to take the advanced paper because they could get twice as many marks on that as on the pass paper. This involved advanced and quite extensive reading. Now on the classical side, in connection with the higher classical work, it was the custom in the top Forms to take Greek and Roman history, and do a good piece of intensive work in connection with the original authorities—a pattern for subsequent historical study. All this time, however, the minds of the scholarship candidates were busy with English history, which they had to take for the scholarship examination, and consequently they could not give their whole-hearted attention to the Greek or Roman history.

(c) *Interruption of Work and Loss of Time to Pupils.*

The witness gave three actual instances of time lost by pupils of Manchester Grammar School in the period between Easter and the end of the Summer term :—

	Time Lost.
A. Examination for scholarship tenable in the school	1 week
Lancashire County Council Secondary School scholarship	½ week
Northern Board Matriculation	1½ weeks
School Examination (Internal)	1½ weeks
Total	4½ weeks
B. Nearly the same as A, except that he took the Owen's College entrance examination instead of the County Council Scholarship, which brought the total up to	5 weeks
C. School Scholarship	1 week
Dalton and Gaskell Scholarship (Owen's College)	1 week
Derbyshire County Council Scholarship	1 week
School Examination	1½ weeks
Total	4½ weeks

So that these pupils lost 4½ or 5 weeks out of a term of three months ; and this was not counting the test examination

for Matriculation, which took another week. This meant the loss of 30 per cent. of their time, which would otherwise have been given to systematic coherent study in class. It was true that a good part of this time was spent in the school's own examinations; but the school had certain scholarships which it was compelled by statute to award on a competitive examination.

There were worse cases than those quoted, where boys had tried two or three times for Oxford or Cambridge Scholarships and had then fallen back on the Northern Universities. These boys sometimes spent as much as eight weeks in examinations after Christmas, their whole year being broken up. Yet their only chance of going to the University was to gain a scholarship.

The time spent on examinations was quite as serious from the point of view of the examiner as from the point of view of the examinee. The enormous time spent by professors and University lecturers on examining was sufficient in itself to account for the barrenness of English scholarship.

(d) *Modern Language Methods.*

There were numbers of cases where the modern language instruction had been started on the reform method, and then after about a couple of years, when in full swing, that method was dropped in favour of the old style because of the requirements of external examinations. The witness handed in a memorandum upon this question, by Mr. Hardress O'Grady of the Goldsmiths' College, in which the following passage occurs:—"I know of one school where the substitution of an "examination by an old-fashioned examining body for an "examining body favouring Direct teaching has practically "smashed the Reform Method." The memorandum is printed as an Addendum to this evidence.

A Committee had been sitting to consider the modern language papers set in external examinations, and in their interim report, published in "Modern Language Teaching" for December, 1909, they had given specimens of the kind of papers they thought desirable.

The vice of modern language teaching was when teachers taught spelling and did not attempt to teach pronunciation. It was, therefore, vital that examinations in modern languages should include an oral test. Witness stated that while he had not himself had personal experience of the use of the phonograph in modern language examinations, he had been told by Mr. von Glehn and Mr. Chouville, of Persse School, Cambridge, that it was quite possible to take a phonographic record of the oral examination of each boy in a class at quite a small expense, and for an examining body to base thereon its decision as to pass or fail. It was said to be sufficiently clear to enable the pronunciation to be judged, and had the advantage that it could be repeated if the examiner so desired. The records cost only 6*d.* each and contained the equivalent of 25 lines of print, which meant that two or three candidates could be reported on

each. Mr. O'Grady, however, held a different opinion as to the possibility of using the phonograph in examinations.

(e) *The Teaching of Geometry.*

The reform of geometrical teaching in England had been arrested for many years, because the external examinations upheld Euclid. Cambridge University found it convenient that all students entering the mathematical course should have been taught a certain body of geometrical truths on the same lines and in the same sequence. Hence, for the sake of a fractional percentage, who went in for Mathematics at Cambridge, all the others who learnt geometry were sacrificed, and left school in most cases knowing nothing about geometry except that it was dry and repulsive.

(f) *The Tendency to put Examinations before Education.*

The headmaster of a Secondary School and Pupil-Teacher Centre once remarked to the witness that "My top class is so small and so busy with work for examinations that I cannot use pupils for the purpose of school government." Thomas Arnold had lived in vain for that school.

The general attitude of mind in regard to examinations was shown by a letter from a gentleman in a position of authority in the world of education whose son was going up to Oxford, and who wrote to say that he had noticed that for educational appointments it was very useful to have the London degree as well as that of Oxford or Cambridge. The latter presumed a gentleman; the former presumed scholarship; and so, if an applicant had both, he was immediately put on the select list. Consequently this gentleman wanted his boy to give up the whole of his last term to reading for the London Intermediate in Arts. He did not approve of this himself, but suggested it for purely utilitarian reasons, as giving the boy a better chance.

CERTAIN PARTICULAR FLAWS IN THE EXISTING EXAMINATIONS.

(*a*) *Complicated Provisions of Cambridge "Previous."*

The witness said that in the "Previous" examination of Cambridge University the provisions were so complicated that he had never succeeded in passing a boy through all that was required for it. He might have taken the Higher Certificate of the Joint Board, and in addition the Northern University Matriculation, and yet not have qualified for exemption from the "Previous" Examination, in which he would still have to take Logic or Paley's Evidences. He would, therefore, have to take another examination and pay another fee. The regulations were certainly quite unnecessarily complicated.

(*b*) *Compulsory Greek.*

The compulsory Greek of the Cambridge "Previous" and the Oxford "Smalls"* affected Secondary Schools very much. It

* *But see* footnote on page 34.

was mainly for the sake of encouraging the teaching of Greek in Secondary Schools that it was maintained; but, as a matter of fact, supposing a boy in a modern language class were going in for a scholarship at Cambridge, it was quite safe to leave only six or seven weeks in which to acquire the necessary amount of compulsory Greek. It could be done quite well in the summer holiday. This was simply a farce. The boy got nothing of the Greek spirit, but simply acquired a disgust for Greek. It would be far preferable to study in a good translation a certain amount of Homer, Herodotus, the Greek Plays, or Plato; this had been suggested to the authorities at Cambridge. The existing arrangement cramped the schools a good deal, and added a lot of useless lumber by way of unorganised knowledge to the science and modern language students, for it must be remembered that the students did not continue the study of Greek in the University.

(c) *Examinations in English.*

Witness considered it strange that in the Oxford Senior Local, a pass in English could be obtained without composition. It was also to be noted in regard to this examination, that there was no attempt to correlate set books with the history.

In the Northern Board Matriculation, a candidate might offer the history of the English language as alternative to literature, and so could get through without any literature at all.

The same was true of the London Matriculation, because, by answering simply six questions on précis, grammar, and philology, and leaving the two on literature untouched, it was possible to get the necessary percentage of marks without any reading at all.

(d) *Language Papers.*

With regard to language examinations, witness was of opinion that unseen translation tended to lead to the reading of "snippets" in school. Further, such a method of examining was apt to be unfair, because there was no settled basis of vocabulary on which the papers might be set. The vocabulary of a boy who had been learning the language only three years was necessarily very limited, and it was not at all unlikely that he would get a piece of unseen in which there were two or three keywords he did not happen to know. He would, therefore, most likely fail on that section of the paper, though he might have been well taught. It was impossible to make one coat fit everybody. On the other hand, the alternative of set books was not satisfactory. In these circumstances, the system of "approved books" seemed to be the most hopeful line in language (including English) examinations; and it was practically in force in the new London School Leaving examination. The school submitted

books at the beginning of the year for the University's approval, and there was very seldom any reason for disapproving. Unseen translation should not, however, be cut out of the examination altogether. It was a good plan to learn two or three books very thoroughly, and, in addition, to have others for wider reading. This method had been adopted by the Northern Board.

General Criticisms of the Present System.

(a) *Important Features Ignored.*

It was obvious that the paper examination conducted by an authority at a distance from the school, left out of account some of the most important elements in education: the corporate activities; the tone of the school; all that increasing volume of work done in school which could not be tested on paper, such as physical training, manual work; and all that correlation which was now attempted between out-of-school activities and indoor instruction. For example, in geography the teaching was constantly being carried out and illustrated by field work and photography, and brought in many of the pupil's hobbies.

(b) *Quality Sacrificed to Quantity.*

The examination laid undue stress on quantity rather than quality, and took account of *what* had been learned, rather than *how* it had been learned and the mental attitude in which it left the pupil at the end,—the real test of a successful teacher being whether the pupil had acquired an appetite to learn for himself, and had learnt how to do it.

(c) *Examination Success conveys False Assumption of Knowledge.*

The present system was based on a fallacy. Everybody who read his Bible properly knew who succeeded Saul as King of the Hebrews, who were the first two disciples, and simple facts of that kind. But the converse did not hold true. Yet the present examination system assumed that it did, viz., that if a person knew these facts, then he had read his Bible properly.

(d) *Degradation of Motive in Education.*

The development of examinations had lowered the motive in English education, and was constantly bringing into the work the idea of £ *s. d.*,—so many things depending on the results of the examinations. The more stress there was on the outward results, the less emphasis there was on the inward motives.

Scholarships.

Witness was in favour of making University scholarships nominal in value, and of increasing them in individual cases of

necessity, up to an amount commensurate with the circumstances. By extending the field from which University scholars were drawn, such a system would affect the work of the schools, in that the increase in the number sent to the University would produce a higher ambition at the top of the school, and a a higher standard; it would no doubt also influence the curriculum.

A similar change might also be made in the manner of awarding school scholarships. As to the desirability of taking measures to facilitate the transfer of boys of promise from Secondary Schools of the type which had a leaving age of 15½ or 16 to the Public Schools, witness was afraid that these boys would have to be placed so low in the Public School that they would hardly get a chance of rising to the Sixth Form, and taking the position to which their real ability entitled them. Moreover, except in very special cases they would be, and feel, rather out of place at first. It was an atmosphere that was not very kind to newcomers with a lower standard of personal expenditure than that of the majority. A few genial characters would stand it, but the great majority would be unhappy.

ADDENDUM.

EFFECT OF PRESENT EXAMINATION SYSTEM ON SECONDARY SCHOOL TEACHING OF MODERN LANGUAGES.

[*Note*:—The numbers are references to the divisions in a letter addressed to the writer by Mr. J. L. Paton.]

i. How far does the Examination system interrupt the natural and logical development of *Neuere Richtung*? At what age—or rather at what point in the course—should the written examination come in?

(*a*) I have no doubt whatever that the distant or close prospect of examinations *does* affect and often regulate the teaching of any subject. It is therefore essential that the form of the examination should be of a kind to exercise a beneficent influence on the course. In Modern Language reform work much harm is done by examinations for which special cramming on old lines must be done. I know of one school where the substitution of an examination by an old-fashioned examining body for an examining body favouring Direct teaching has practically smashed the Reform Method.

The adverse influence of certain examinations is due to the type of barren grammatical questions, of a demand for translation from English into German and French, and the lack of an adequate oral test.

(*b*) No external examination should be taken before the end of the third year of learning French or German, say 15 years of age. No leaving certificate examination should be taken before the fourth year, or 16 years of age. The Junior Examination should be (and at the London University *is*) based on the school syllabus, approved by the University. This is more expensive, but vastly more sound. The Leaving Certificate might also be to a certain extent based on the school syllabus.

The reasons for fixing the times are as follows:—The first year of teaching should be given to acquiring a good pronunciation and a vocabulary of 800 to 1,000 words and usages by some psychologically sound method. The second year, to reading easy connected prose and some verse, the vocabulary here being based on and extended from that of the first year. Third year, reading a good prose text, with easy writing in the foreign language. Fourth year, a more difficult book, with beginnings of essay-writing. [This part of the *Neuere Richtung* is still formless and evolving.]

Writing answers to the simple questions on the pictures of first year should begin at the end of fourth month of learning. Far too little has been made of writing, and the written examinations might well begin at 15 years of age, provided they are based upon books read and make no demand for a peculiar vocabulary or translation.

ii. Generally speaking no written examination at 15 or 16 should include any of the following:—

(*a*) Translation into the foreign language, as this demands a knowledge of the foreign language which the candidate cannot naturally possess.

(*b*) Questions on grammar which are not worked into the form of a living or complete sentence, *e.g.*, "What is the third person, plural, present indicative of ———— ?"

(*c*) Philological questions.

(*d*) Sentences for correction.

Further, I hold that Free Composition should form part of such examinations. I should suggest this be in two parts:—(*a*) Giving in direct speech an indirect oration or, vice versâ; (*b*) Developing a given theme with short headings into a connected narrative of a given number of words or lines. Or, a story read in the foreign language might be reproduced or summarized.

iii. *Oral tests should always be given.* If not, schoolmasters will gradually drop oral work. Marks should be given for (*a*) pronunciation, (*b*) comprehension, (*c*) expression.

I do not understand your question about phonographs. Generally speaking I think phonographs have only at present a limited value for teaching modern languages, as it is difficult to obtain perfect, clear, slowly spoken records. If you mean to suggest using them to register pronunciation of candidates I disagree, as it takes a highly elaborate and expensive apparatus to obtain a good record. *Timbre* has a powerful influence in making or marring records.

HARDRESS O'GRADY.

The Right Reverend Monsignor WARD, Principal of St. Edmund's College, Old Hall, Ware.

(*Evidence given October 28th*, 1909.)

ST. EDMUND'S COLLEGE, WARE.

Witness explained that his school did not receive grants from the Board of Education. It was a Roman Catholic boarding school, entirely non-local, and corresponded to the great Public Schools, though not quite of so high a class. There were about 150 pupils, about a third of whom were being prepared for the Church, while the majority of the remainder would enter professions or business.

Boys entered the preparatory school, which was separate, and in a different building from the main school, at the age of 10. The age of entrance to the upper school was 13 or 14. About a third of the pupils in the upper school came through the preparatory school. Of the rest, some came from Secondary, some from Preparatory, some from Elementary Schools, and some had not been to school at all.

The school liked to keep its pupils till the age of 19; but the majority went at about 17, except those destined for the priesthood, who stayed until 19, and then went to a Theological College. These boys, of course, formed a constant nucleus for the Sixth Form, which was an important advantage. A few others stayed until 19, and a few, perhaps two or three a year, went to the Universities.

Examinations on Entrance.

(a) *Scholarship Examinations.*

Scholarships were given to boys who were being educated for the Church, and who were definitely destined to become priests, funds for this purpose being in the administration of the Archbishop. Most, but not all, of these scholarships gave free education and maintenance right through the school.

For these scholarships there was an examination, which was not very strict. It was conducted under the orders of the Archbishop.

(b) *Ordinary Entrance Examinations.*

There was no examination for pupils who entered without scholarships, but questions were asked as to character and ability and the work they had done. In the case of those coming from Elementary Schools a certificate was required to show that they were sufficiently advanced to be able to take the school course with profit. They would not be admitted if they were not thought to be good enough. Some coming from private schools were found to be very backward.

Examinations during and at End of School Life.

(a) *Internal Examinations and Promotions.*

Examinations were held regularly three times a year, that is, at the end of each term. At Midsummer the papers were set by an external authority, as far as possible the Oxford and Cambridge Joint Board.

Promotions in the school was made once a year in the ordinary way, but twice a year in exceptional cases. Promotion depended partly on the examination results and partly on the marks obtained during the year; but it was not mechanical, a good many other things being also taken into consideration in conference with about half a dozen members of the staff.

(b) *Examinations of the Lower Forms.*

Pupils were not allowed to take the University Local Examinations until the age of 15. For six or seven years the Preliminary Locals were taken in the school. There was a difference of opinion as to whether those examinations were desirable. The witness' own opinion was against having any

external examination before about 15, and he had excluded such examinations from his school. Amongst other objections these examinations were a source of deception to parents, who were unable to distinguish between one examination and another, and imagined their boys had done great things when they had done but very little. Moreover, so much of education at that early age was mere memory work. Boys were crammed for the Preliminary Locals, and many who did very well through their memories, when they came to a stage of life where thinking rather than memory was required, did not do nearly so well. By long memory working they had lost the habit of thinking.

In reply to questions, witness said that of the boys entering the school, the majority of those who came from Elementary Schools were "memory" boys, while the others were for the most part "thinking" boys. He did not, however, consider that a boy from an Elementary School would necessarily be a "memory" boy. He thought a good Elementary School would not turn out boys of this type.

(c) *Examinations of the Upper Forms.*

Years ago the school was limited to the London University Examinations, the only way of getting a degree open to pupils of the school being through the University of London, as up to that time Roman Catholics did not ordinarily frequent Oxford and Cambridge. The Matriculation consequently became the school's leaving examination. This was not at all satisfactory.

That was all changed in 1895, since when the school had generally taken the Oxford and Cambridge Joint Board's examinations, the two top Forms taking the Higher Certificate and the next two Forms the Lower Certificate.

The boys who were going to be priests did not have any scholarship examination to pass in order to go to the Community's hostel at Cambridge. Their tuition and maintenance there were quite free. The distraction sometimes caused in a school by competition for scholarships therefore did not arise in this school.

The Lower Certificate of the Joint Board was found to be very satisfactory for boys who were going into business. It was not a difficult examination, but it was sufficiently difficult to give a real test of a respectable standard of work. There were no fixed authors, but only "sight" translations. The staff were rather afraid of this at first, but, having had experience of it, they now liked it, as it prevented "cramming."

English was rather elbowed out of the curriculum, owing to the Joint Board's examination being rather classical; but the subject was fostered by Reading Clubs and Debating Societies. It was a rather unfortunate penalty that had to be paid for a high classical standard. The school itself would be content with a lower standard in Classics and rather more English. To this extent the examination was rather forcing the hand of

the school staff. The London Matriculation was just the reverse and erred on the other side; it covered so much ground with so low a standard in each subject.

After many years' experience, however, of having no external examinations at all, the witness had no hesitation in voting in favour of having some outside examinations.

(d) *The Irish Intermediate System.*

In answer to questions, witness said he had had experience of the Irish Intermediate system only in so far as some of his pupils came from Ireland. Some of them were very good students, but sometimes a pupil came with very good certificates yet seemed to know scarcely anything.

Inspection.

The school was never inspected by members of the Community; but there was occasionally an inspection by the Oxford and Cambridge Joint Board for special purposes. The school had no Governing Body, the direction being in the hands of the Archbishop of Westminster, but of course he had his consultors and council. He had occasionally inspected the school himself, and had caused an examination to be held, but in religious knowledge only. A great deal of care was taken to see that the teachers were well qualified and then a good deal of trust was imposed in them.

Training of Teachers.

Nearly all the teachers were ex-pupils of the school who had been to Cambridge and taken degrees. The Community had a house at Cambridge, and their students ranked as non-collegiate students. They generally took their teacher's training course at Cambridge and then went through a theological course of two or three years. About two-thirds of the staff were priests and the rest laymen. As regards the latter, whenever possible an Oxford or Cambridge man was obtained; but the salaries were not so large nor the positions so good as to make this always possible. A layman had no prospect of obtaining a headship in a Roman Catholic school, because the headmasters were always clerical.

During the theological course there was no pedagogic training, but the students were supposed during this time to bear in mind that teaching was to be their career, and to keep up their work on that side. Moreover, the whole of their time was not devoted to theological studies, and the theological course itself was of a kind calculated to develop the teaching power, since all the priests, whether they were going to be teachers or not, had to learn to catechise children.

(ii) In Secondary Schools for Girls.

Mrs. BRYANT, Headmistress of the North London Collegiate School for Girls; Member of the Consultative Committee.

(*Evidence given June 8th*, 1910.)

THE EVIL EFFECTS OF THE PRESENT EXAMINATION SYSTEM.

The witness said that from her own experience, and from the point of view of those schools that were really struggling to make headway, the evils encountered in connection with examinations were not so much the evils arising from multiplicity of examinations as others of a different kind.

(*a*) *Destruction of Initiative in Development of Curriculum.*

Most subjects of education, and certain subjects in particular, could be taught in a great variety of ways, according to the judgment of school authorities and the genius of individual teachers. The vitality of the school and the amount of interest secured in the pupils depended so much on liberty within the school itself that the staff as a whole should be able to organise the work on its own lines, especially in such subjects as History, Geography, and Literature, where the individual tastes of the teachers might be brought into play. In Literature, for instance, an examination syllabus would almost necessarily be too narrow; whereas it was possible, by taking a wider syllabus and treating it in a certain way, to make this subject a much better element of education. Similar considerations applied more or less to all subjects. This destruction of initiative was the greatest evil of the present examination system. In the case, however, of an examination based on the school schedules, it was possible to have the advantages of an examination by an outside authority without loss of the desired freedom within the school. Inspection should form a considerable element in such a system; but the mere fact of examining on the school's own schedules made an enormous difference. In the North London Collegiate School the Upper Fifth Form was sent in for the School Examination (Matriculation Standard), and the fact that the school was able in this examination to submit its own schedules (in a limited number of subjects) had been of great advantage. There were several reasons why the Matriculation Examination was not more widely taken in this alternative form. It cost a little more for one thing, and it was necessary to send a whole class in for it. It was possible that the long-standing popularity of the general Matriculation Examination also had something to do with the slowness of reform.

(*b*) *Discontinuity in Education of individual Pupils, due to search for line of least resistance in winning a Certificate.*

In many schools of the smaller kind it was the custom for girls to take in the middle or at the end of their school course

some one of the examinations in which a large number of options was allowed and a very limited number of subjects required for a certificate. In such cases it frequently happened that a girl, after commencing work in certain subjects, dropped them in order to secure a pass on the partial curriculum; later the dropped subjects were resumed, as, for instance, on transference to a more highly organised school. A good deal of harm was thus caused by discontinuity, due to the fact that the examinations were not on the normal school course, but on parts of it only. If the examination were on the whole course while a pass depended on only a certain amount of it, that would not be so bad. As it was, the pupils were naturally looking for the line of least resistance. Mathematics suffered greatly from this cause, especially in examinations where the standard in this subject was high; and so did Science. Pupils left these subjects and took others in which they could more easily pass.

(c) *Unsound Work due to Attempts to pass particular Examinations prematurely.*

Girls were sometimes rushed through examinations at an early date at such a rate that at the end they knew nothing to any effect about the work in which they had passed. The effect was deadening both physically and mentally, and was probably more injurious in the case of girls than boys.

EXAMINATIONS IN RELATION TO GIRLS PARTICULARLY.

Witness stated that her experience had forced her to the conclusion that girls ought not to be expected, on the average, to reach the same standard at the same time as boys. This observation she desired to apply more especially to the case of bursars, who were compelled at present to get their qualifications in a very limited amount of time. Of the large number of girls each year who took the London Matriculation Examination from the North London Collegiate School very few passed so young as 16. It was probable that if statistics were available over a large field they would show that what boys did at 16, girls were on the average ready to do at 17. The exceptional girls who passed the Matriculation Examination at 16 corresponded with the exceptional boys who passed it at 15.

There were two obvious causes for this dissimilarity. In the first place, girls were subject to domestic claims from which boys were free, and, in the second place, they were not so strong physically.

The observed difference was not in what boys and girls respectively could do, but in the amount they could get done in a given time. Witness was of opinion that a girl had to learn a thing more frequently than a boy before she knew it. On the

average she was not, taking her all round, less intelligent; but she forgot more easily, and therefore did not retain a thing in her mind unless she had grasped it thoroughly and in an intelligent way. This was probably associated with the fact that girls were more nervous in temperament, for it was found that the most nervous ones were the worst at remembering.

If the Board of Education would relax their regulations for bursars and pupil-teachers to the extent of allowing an extra year for girls, existing evils could be substantially reduced, and that not only for these girls, but also, by the influence of suggestion, for the others. The case would certainly not be met by a differentiation of curriculum as between boys and girls, as, for instance, by allowing girls to take *easier* courses bearing on domestic subjects. They should be allowed to take these subjects in any case; but the options should not be of a lower standard.

Overstrain, in witness's opinion, was chiefly due to girls trying to work at a faster rate than they could. It was also partly due in many cases to the unaccustomed strain of the examination itself, as was shown by the fact that in schools where girls had become accustomed to examinations they took them in their stride with very little sign of strain.

The good effect of abstention from all home preparation day by day during the period of actual examination was very marked in the case of girls.

The Need for an Examination above Matriculation.

Witness was of opinion that it was desirable to have an examination more advanced than Matriculation for girls as well as boys of the Sixth Form type. Girls who were going to the University should reach a higher standard and have more time in school. The need for these girls was met in London by the use which schools made of the Intermediate Arts and Science External Examinations. These exempted from the corresponding Internal Examinations, and it was found, in witness's experience, that girls who passed this examination in school generally remained now for the full three years at the University as internal students. The advantage of the extra time at school was that they had the special training in studentship and in responsibility which a good Sixth Form gave, and, being thus much more mature when they went on to the greater liberty of College, they were much better able to take advantage of it. Also, and not least, they were not hurried.

For this purpose a higher school examination of a broad kind, with alternatives corresponding to various courses of study, might be devised that could be used in some of its alternatives by girls who were not going on to College, and in the alternatives required by the University by girls who were going on. Such an examination might be made to serve a great variety of objects. The nucleus of such a scheme already

existed in the Higher School Examination of the University of London. If this were developed so as to include the much desired exemption from the Intermediate Examination, it would at once meet a felt need, and also enable the schools to develop higher instruction on other sides than that which led to the University.

ATTEMPTED IMPROVEMENTS IN THE EXAMINATION SYSTEM.

There had already been several attempts to reform the examination system.

All were familiar with the attempt made by London University to recognise school schedules as the basis of papers set in the Senior School Examination which schools might take now for the Matriculation of their scholars.

The interchangeability of certificates had also been a great gain, as it enabled a school to have only one examination. The fact, however, that Oxford and Cambridge offered "softer options" prevented this effect from being completely successful. In the North London Collegiate School there were three Upper Fifth Forms. Two of them were taking the London School Examination (Matriculation Standard); but in the third one (after great regret) it had been found necessary, in the interest of the bursars, to introduce another examination of an easier character. In 1910 the examination taken was the Oxford Senior Local, which was held at a very convenient time of the year for the bursars, and had the advantage of providing three grades of pass. A candidate might (*a*) pass in the subjects which qualified for London Matriculation; (*b*) pass in the subjects required for entrance to a Training College by the Board of Education; or (*c*) pass the examination barely for an Oxford certificate. There were 24 girls in this lowest of the three Upper Fifth Forms, all of whom, after most careful consideration, were sent in for the Oxford Senior instead of the London Matriculation. In the result, all except one girl passed, all the bursars qualified for the Training Colleges, and no less than 11 qualified for London Matriculation by this obviously easier route. None of the 11 had been judged by the teachers as strong enough for the regular Matriculation course.

A further recent development of the London examination has greatly simplified matters. A Senior School Certificate is now issued to all candidates whose success goes so far as to fulfil the conditions laid down by the Board of Education for admission to Training Colleges, and in addition a Matriculation certificate is awarded to those who comply with the more vigorous requirements for entry to the University.

CONDITIONS TO BE FULFILLED IN A SATISFACTORY SYSTEM OF SCHOOL EXAMINATIONS.

Witness could not see how it was possible to get any satisfactory remedy for the present evils except by recon-

struction of the whole system. The examining body ought, no doubt, to include other elements with the University, if only because the examinations would have to cover a great many subjects other than those that interested the University. For instance, there would be great opposition on the Senate to the proposal that London University should examine Needlework or other domestic subjects; but those subjects ought to be examined, and credit given for them in the certificate.

Again, the examining body should contain real representation of secondary education. It might include some members of Local Education Authorities, and should certainly include active teachers. The Universities, however, should be retained at the centre of the examination system in each area.

There should be considerable variety in the schedules of work on which the school leaving examination of the future would be based, and also some variety of standard. There were in Secondary Schools a great many boys and girls who ought to be able to get a leaving certificate, but who did not reach the standard of the London Matriculation. Witness would like to see two examinations, both on the same schedule, but one with papers of a different type of difficulty from the other—with questions suitable to the kind of mind that could not grapple with the questions of considerable theoretical difficulty that were often set in such an examination as that for Matriculation in London.

Miss S. A. Burstall, Headmistress of the Manchester High School for Girls.

(*Evidence given December 9th*, 1909.

The Manchester High School for Girls.

Witness explained that there were in the Manchester High School about 560 girls, representing a very great variety of types. About 15 or more girls annually went to the Universities out of about 135 or more leaving. But the population was so migratory that there was a large leaving average for the size of the school, and whereas some girls remained at the school from eight to twelve years, others left after less than four years. The number leaving was not, therefore, a very good guide to the proportion going to the University. The number of girls leaving before the end of the course was markedly diminishing; but there would always be a certain number leaving for boarding schools in the south or abroad; there were nearly 200 girls over 12 years of age in the Forms definitely preparing for college by a course extending over six or seven years.

The Harm caused by Examinations.

The witness felt that examinations had done English education an extraordinary amount of harm. In the old days—30 years or more ago—unquestionably they did much good; but since that time they had been extremely harmful in all sorts of ways both to the children and to the teacher, and to the nation itself by creating a wrong attitude of mind towards knowledge and education.

The harm done to the children was, in the first place, physical, and, in the second place, intellectual—the latter because they were not made to realise the joy of knowledge, but were simply crammed; and, further, because they were given a wrong idea of the meaning of success. There are occasional sad cases of girls going to college so worn out by the cramming they have gone through that they do no good when they get there. Even Junior Scholars are very often tired when they enter school at 11 or 12 years of age, and need a year's rest. This is not the fault of the Elementary School, because the same thing is noticed in regard to girls coming from private schools; while even in the case of certain Foundation Scholarships, competed for within this school, girls become "stale" owing to their being crammed at home. It is the ambition to get the scholarship that causes them to exert themselves beyond their powers. These girls usually recover, with care, after about a year; but they have not got hold of knowledge in the right way. Cases are known of girls at college who did not do justice to themselves because they were worn out by the strain of scholarship competitive examinations, had wrong ideas of knowledge, could not work for themselves, and did not know the meaning of research. Those coming out of college with first-class honours are not necessarily intellectually the best, but those with the greatest facility.

Examinations had harmed the nation by bringing to the front that kind of ability which was not the best. One reason why the business man of this country did not regard scholars and schools with so much respect as they commanded in America and Germany was that the product of education here was not a person who had done things for himself, but simply one who had the gift of passing examinations. The position was much worse in regard to girls than boys, because the latter were more self-reliant and less docile. It was for that very reason that women had done so well in examinations. Examinations were not the real proof of ability, yet they had come to be looked upon as the only proof.

Examinations had done harm to teachers in general because they had no freedom, and no one could do his best without freedom. Instead of being able to choose the best methods, they had to think of Junior Locals, Scholarships, and other things. Whereas the teacher in Germany always had before him the ideal of producing a piece of original work, the English teacher was thinking of "tips" for the Locals.

Improvements needed in the Examination System.

(a) *The Attitude of the Association of Head Mistresses.*

As to the reforms needed in the examination system, and the attitude of the more progressive teachers in regard to them, the witness took her stand by two resolutions of the Association of Head Mistresses to the effect that—

(1) There should be no public external examinations for girls under 16.

(2) That in all public examinations later than 16, acting teachers should in every case be associated with the University or other external examining body.

The Association did not object to internal examinations before 16, where the University came in and co-operated with the teachers.

The manner in which teachers were associated with external examining bodies must vary in different cases. The Northern Joint Board had done it by placing teachers on the administrative body controlling the examination. It was necessary that the examiners should have some knowledge of the school in order to know what work it was doing.

(b) *Examinations of the Junior Pupils.*

The objection to early examinations was partly based on the physical injury to the girls and partly on the fact that these upset the school curriculum. The witness would not object so strongly to an examination at this stage on the lines of the London examination; but even this type of examination would not be possible in Manchester, the peculiar conditions of which added to the difficulties of the problem.

There was no need for an examination under 16. Stimulus should come from the teacher. When it had to be sought from an external examination it was because someone was not doing his duty.

(c) *School Records: The Accredited School System.*

A system of school records was the ultimate way out of the difficulty. It would be desirable to establish a system similar to, but better than, that of America. With a strong central authority, a real system of inspection, and a real profession of teaching, a scheme of accrediting schools* would not suffer from the weaknesses which marred its working in America. In that country there was not this strong central authority, inspection was not developed, and the headmasters were not strong enough to refuse to accredit. It was the witness' opinion that in England an accrediting scheme would be feasible for pass examinations and Matriculation, in relation to all publicly

* *See* the elaborate account of this system in witness' book, "Impressions of American Education," Chapter III.

inspected schools staffed by teachers who had been placed on whatever Register there might be. It was difficult, however, to see any way in which such a plan could be made applicable to scholarships; it would appear that these must always be thrown open to competition.

In answer to questions in regard to the working of the system in America, witness said there was evidence to show quite clearly that in little country places and even in some fairly big towns headmasters could not refuse to accredit a boy, because by doing so they would incur the wrath of influential members of the local authorities who controlled the schools. She was told by the President of the University of Wisconsin that the Universities relied greatly on their power to send a freshman down soon after entry on a half-term examination. Without this power the system could not be worked at all. No doubt in this country at first there might be some headmasters under little local boards who were almost as much in danger as they were in America. But this would pass when it was found that the masters had the profession behind them. It would be necessary, of course, for the inspectors to keep a careful watch on the schools, but they were learning to do that already.

(d) *The Need for Elasticity.*

There was great need for a more elastic system under which the examinations would follow the teaching instead of the teaching being planned with a view to the examinations. England had always had a variety of types of school, and a uniform system of examinations for the whole country was therefore bound to be unsuitable. With the growth of the newer Universities, spread over the country, it would be easy enough for them to make themselves acquainted with the different local needs and to plan their examinations accordingly. This was done already without difficulty by the Northern Universities, and in a different way in London. The newer Universities, because new, could make an examination system more flexible and more modern.

The idea that one University could spread itself all over the country for examination purposes was quite wrong, as also was the competition of several examining bodies in one town. It was not to be supposed that Oxford or Cambridge could know the circumstances of schools out of their area. There were constant complaints on the Head Mistresses' Association as to details in the working of school examinations by remote Universities.

Witness admitted that certain schools had a traditional connection with certain Universities. She would certainly not be in favour of forbidding this. There was no reason why a school should not be connected with its local University and also with Oxford or Cambridge. It would be regrettable if

a school were never allowed to send pupils to the older Universities.

The Manchester High School was formerly attached to Cambridge University simply because that was the only body that had a regular system of school inspection and examination in 1874, when the Manchester school was founded. The Governors therefore then applied to Cambridge for inspection and examination. The witness believed that harm was done to the school by this connection with Cambridge, simply because the University was so far from the school, which is now examined by the Northern Joint Board. There was certainly a tendency for head teachers to select for their schools the examinations of a particular University, for the sole reason that their own University days had been spent there.

The witness did not desire the imposition of a single examination throughout the whole country, but the equation of different examinations. If the examinations were to be adapted to the teaching of the schools a single examination would be impracticable. The certificates of the various Universities should be made interchangeable, and it was the duty of the Board of Education to insist upon this if the Universities would not do it themselves. The position in this respect was improving, but there were still great difficulties. The Northern Universities, for instance, had "set books" in Classics, and the University of London refused to accept the Northern Matriculation unless candidates took the "unseen" translation paper in Classics, a plan which many experts thought wrong.

(e) *The Inadequacy of a Paper Test.*

The growth of new subjects and new methods made paper work alone an unsuitable test. Science, for example, could not be examined on paper only. Classics and mathematics could be examined on paper, but there were really few other subjects for which a purely paper test was the right thing.

Miss F. GADESDEN, Headmistress of the Blackheath High School for Girls.

(*Evidence given October 1st*, 1909.)

THE BLACKHEATH HIGH SCHOOL.

The witness said that the girls at the Blackheath High School came as a rule straight from home, where they had been taught by governesses, or from private preparatory day schools, of which some were very small and few were very good.

Pupils were accepted within the limits of school age as long as there was room in the school. Some who did not come till 12 or 13 were very backward. It was much preferred that they should start at eight or nine, or even younger.

The majority of the pupils left at 18 or 19; some stayed till as late as 20.

Examinations at Entrance.

There were no scholarships for admission to the school.

An entrance examination was held; but it was chiefly for the purpose of placing the girls in the school. Very often, however, the school was full, and then it was necessary to exclude those who did not do so well as the others. It sometimes happened that certain Forms, singly or in blocks, were full. There might, *e.g.*, be room in the top and the bottom Forms but not in the middle.

Examinations during and at end of School Life.

(a) *The Pressure of Examinations.**

There was, and always had been, an undoubted pressure upon some pupils in Secondary Schools caused by their preparing for certain outside examinations, but it was very unusual for girls to break down from this cause. Anyone who had been through College was bound to have seen the bad results of overstrain upon certain temperaments. In most cases, however, the strain felt by girls at College was unavoidable as long as the present University system of excluding girls from the Pass Examinations at Cambridge was followed. The majority of girls went through their College course very well indeed; but it was worth considering whether equally good results might not be attained without quite so much strain, especially with regard to School Certificate Examinations.

It should be remarked that the girls at the Blackheath High School were well cared for and had comfortable homes; the position was far worse in the case of those who were working under less advantageous conditions.

Some of the girls in the High School were preparing for University Scholarships, others for various equivalents, with a view to a London University degree. Girls were not allowed to work for the London Matriculation and the Oxford and Cambridge Joint Board Certificates at the same time; but sometimes a girl failed in one Scholarship Examination and then tried for another. It was sometimes impossible for financial reasons to prevent a girl of normal strength working for two Scholarship Examinations at one time. As the system stood at present, if a girl needed certain qualifications for earning her own living, one felt bound to help her to get them in spite of the risk of strain. At the same time, if it was obvious that a girl could not stand the strain she was not allowed to go in for scholarships.

The usual reason for taking the London degree was that the girls could not afford three years' residence at College. These

* *See* note at end of this summary.

girls, who formed a minority of the pupils, were aided as far as possible to take the Intermediate Examination while in the School. Subsequently they took the course at Holloway College or Westfield College as a rule, and became technically internal students of the University of London. The majority of those wishing for University degrees went to Oxford or Cambridge.

It was undoubtedly desirable to find some way of combining the Scholarship Examinations so as to avoid the rush and worry and expenditure of brain power involved by the present system of successive Scholarship Examinations. The Head Mistresses' Association were in communication with London University and the Oxford and Cambridge Joint Board on the subject of the substitution of one Matriculation examination for the other on fairly easy terms; but so far no satisfactory arrangement had been made. At present the interchange of certificates was very difficult, because different subjects were insisted upon by the different Universities. For instance, the Joint Board Higher Certificate did not exempt from the London Matriculation unless either Latin or Natural Philosophy (divided into four groups) was taken. The standard of Latin required was equal to Sixth Form work in boys' schools. The knowledge required in any one of the four groups of Natural Philosophy was distinctly of a higher standard than that required for Matriculation.*

The effect of the present Scholarship system was not advantageous. The standard of work for University scholars grew higher year by year. The better the scholars one year the stiffer the examination was made the next. The standard was already too high, and the consequence was that many candidates holding Scholarships found the first year's work at the University rather dull, having necessarily covered the same ground at school in preparing for the Scholarship Examination. The Cambridge Examination was harder in some respects than the Oxford. In the former, for one thing, too wide a period of literature was required, and a stiffer syllabus for mathematics was set.

(b) *Methods of Examination.*

One of the present evils was that there were too many papers, and the examinations were too long. The London Matriculation, for instance, required six hours' work on one day, and in subjects having no relation to each other.

By substituting practical examinations for some of those now done by means of paper, *e.g.*, in Science, and by abolishing set books and set periods, the number of papers could be reduced with advantage.

It was also very important that the teachers should be permitted to take part in the regulating of the examinations. This was already done to some extent in the North of England.

* *See* note at end of this summary.

School records should be taken into account in examinations. The chief difficulty in connection with this was in fixing a standard of comparison, one teacher's view of a pupil's work being different from another's.

The Sixth and Fifth Forms at Blackheath were examined annually by the Oxford and Cambridge Joint Board. The Examiners did not visit the school except for the oral tests in French and German and for a practical examination in Science. The oral test in languages was optional. The Examiners for the Higher Certificate Examination carried on conversations with the pupils on books they had been reading. The girls enjoyed this, and there was no difficulty about it; but it did nothing to decrease the amount of paper work.

The Board set special papers for the Fifth Forms based on the school's own syllabus, the school sending in a statement of the work it wanted to be examined in on a settled rota for a number of years. In this examination the Science was generally tested practically by a visiting examiner. The whole Form or Division took the examination. No certificate was given. These arrangements worked very satisfactorily.

(c) *Examinations of the Lower Forms.*

Witness was wholly in favour of abolishing University Junior and Preliminary Examinations for Certificates in the lower part of the school. They were not, she believed, taken in the schools of the Trust. Occasionally headmistresses of country schools (not those of the Trust) found them a help; but amongst the teachers of the best Secondary Schools there was an almost unanimous opinion that such examinations below the age of 15 were bad and hindered the progress of a good education.

(d) *Internal Examinations.*

Very few internal examinations were taken in the Blackheath High School. An examination was held at the end of each term in different subjects, four of five subjects being taken one term and different subjects the next. The witness considered that it was a good thing for schools to have their own examinations as a test of the standard and progress of the work. These should be carried out entirely by the teachers without any assistance from outside examiners.

Post-School Courses in Domestic Arts and Science.

A good many pupils were now staying on at the school for the new classes established in Home Arts and Science for girls who had passed the Sixth Form. The girls were not expected to begin these classes before 17 or 18. They might take a one or two years' course. The work was almost entirely practical, and the majority of the girls had previously had three or four years of Science work. They took it as a rule for their

own use, but a few who went through the course were intending to become teachers. The advantage of this course to the girls was considerable, and parents were becoming more and more alive to its benefits. Care was taken that it should not interfere with the general education of the girls.

Courses of this kind had already been started in several of the schools of the Girls' Public Day School Trust.

The witness subsequently added the following written note to her verbal evidence :—

I should like to make two points quite clear—

1. The system followed in the Schools of the Trust of—
   (*a*) The Joint Board Higher Certificate Examination in the Sixth Forms ;
   (*b*) The Joint Board Schools Examination on a rota of subjects, not necessarily more than four, chosen by the school, and with a practical examination in Science in the Fifth Form ;
   (*c*) For the lower Forms, examinations in a limited number of subjects chosen by, and undertaken entirely by, the teachers in the school ;
   works extremely well, and is a security for a good all-round education.
2. The over-pressure to which I have alluded is chiefly in connection with scholarship examinations. There are so few University scholarships for girls, and the competition is, consequently, so keen, that a danger necessarily exists of over-pressure for the girls who realise that the only chance of getting to College is to win a scholarship.

Note.—With reference to the above evidence, which was given in October 1909, Miss Gadesden writes, July 17th, 1911 :—

" May I point out that some of my remarks do not apply to the present time? Since the evidence was given the Head Mistresses' Executive Committee have had two conferences with the heads of the Women's Colleges. Some alterations have since been made to relieve the pressure of scholarship examinations, and others are, I hope, within sight. This matter still needs attention, but not quite to the extent it did when I gave my evidence. Also the London Matriculation Board have decided to recognise the Joint Board Higher Certificate as a substitute for their Matriculation on much better conditions than formerly. These conditions are set out on pages 41 and 42 of the Regulations for the Joint Board's Examinations for 1912, just issued. They will materially simplify our arrangements for Sixth Form examinations."

(iii) In Institutions for the Higher Education and Training of Women.

The late Miss LYDIA MANLEY, Principal of Stockwell Training College; Member of the Consultative Committee.

(*Evidence given June 8th*, 1910.)

THE EXAMINATIONS TAKEN BY CANDIDATES FOR ADMISSION TO TRAINING COLLEGES.

The witness handed in statistics (printed in the Addendum to this summary) as to the Qualifying Examinations taken by the candidates who had applied for entrance into Southlands and Stockwell Training Colleges since October 1909. The total number who so applied (and filled up entrance forms) was 609. Of these, 124 had been prepared on two or more different lines, that is to say, they had taken more than one recognised qualifying examination. This produced great confusion in the initial stages of their work when they entered the Training Colleges. Although it might seem that two examinations at the end of a school course were not excessive, yet when these examinations were on different lines it was a great disadvantage. Where three or four examinations were taken the difficulty was accentuated. Witness had no desire to restrict entrance to Training Colleges to a single examination. She wished for the greatest possible variety; but she objected to the same student working for more than one final examination, save in exceptional cases.

In selecting candidates for admission no preference was given to any particular examination; all of them were treated equally, though, of course, attention was paid to the way in which they had been passed.

Undoubtedly the easiest way of getting into a Training College was to pass the Oxford Senior Local Examination. There were a great many ways of passing this examination. There were candidates who in no subject received a mark above "Fair," but yet obtained the certificate that would pass them into college.

PREVIOUS EDUCATION OF STUDENTS ENTERING TRAINING COLLEGES.

It was necessary to take into account the types of school from which the students came. Almost all of them came from Secondary Schools (so called). Some few Pupil-Teacher Centres still existed; but they were dying out. Most of the students had gone on with scholarships from the Elementary Schools; but when they reached the Secondary Schools they were often under conditions far from favourable. Many of these schools were practically nothing but Pupil-Teacher Centres under a different name. True, the lower part of the schools were Secondary Schools, or Higher Grade Schools that had become Secondary

Schools; but the upper part consisted almost, or quite, exclusively of pupils who were going to be pupil-teachers. Consequently, few of the girls coming to Stockwell had known the advantage of being in the Fifth or Sixth Form of what was generally known as a Secondary School. The only Secondary School pupils with whom they associated were the young ones, who generally, in these schools, left early. This might account for the fact that the students now were sometimes not only younger in mind, but more childish, than in former days. The former pupil teacher was worn out before her time; now the position was sometimes reversed, and the students were too childish and irresponsible. They had not had the responsibility of the old pupil-teacher, and they had been in schools where the fuller responsibilities of a good Secondary School had not been developed and where they had been so much under examination pressure that they had failed to acquire good general cultivation.

Reasons for taking more than One Qualifying Examination.

It was rather difficult to discover exactly the reasons which led candidates to take more than one qualifying examination. In some cases it was in order to make sure of admission, and the witness maintained that with the arrangements now made this was not necessary. Since the London University, the Oxford Delegates, and the Cambridge Syndicate each held two examinations every year, it did not seem that a candidate taking the examination of one of these bodies needed to protect herself by taking the examination of another of them. Possibly, they sometimes took first an easy examination to make sure of qualifying, and then a second one for two reasons: (*a*) to make certain that the Training College would accept them, or (*b*) as a preliminary to a University course.

Another reason was the ambition of teachers and Local Authorities to secure successes. It was not that they wished to protect weak candidates, but to encourage those who were absolutely safe to swell the list of successes. Two candidates for Stockwell this year, both from the same school, had each taken three examinations. In 1908 they were submitted for the Northern Board's Matriculation, which they passed in the Second Class. In 1909 they took the London Matriculation, in which one obtained a First and the other a Second. They then took the Preliminary Certificate Examination, one securing seven Distinctions and the other six. This was a clear case of ambition; a girl who could obtain six Distinctions in the Preliminary Examination needed no protection. They were simply used (probably to their own detriment) to pile up successes for the school. It was not necessarily always the teachers' fault. The Local Education Authorities were in no

way free from blame in this matter, for it was in their schools that the evil was most prominent.

A third reason was, undoubtedly, what might be called the "examination habit." Examinations had become a tradition, and some of the best candidates would sometimes say, "I hope "I may be allowed to pass (such-and-such) an examination "before entrance," although they had already passed several others and had no intention of going on for degree work; they could give no reason for requiring to take another examination, though they had a vague idea that it would be good for them somehow and somewhere. Witness laid great stress on the seriousness of this examination habit.

Results of Multiplicity of Examinations.

This preparation for examinations on different lines was found to result in a lack of concentration and scattered energy. It was difficult to know on what lines of work to put the students. They seemed to have an almost bewildered attitude of mind, and they had worked in so many directions that it was very difficult to train them to concentration of purpose.

Another, and melancholy, result of the present state was that the girls were often played out. A girl who, at a critical time of her life, was put in for the Preliminary Examination (with six Distinctions), the London Matriculation, and the Northern Board Matriculation, was inevitably played out. There were many instances of brilliant girls who seemed when they entered college to have reached the end of their tether. This sort of thing had always been noticed more or less, but the tendency had increased in late years. Sometimes the girls who broke down were those who were originally physically weak, but in many cases the collapse was due solely to overstrain. A great many of them recovered their strength in college but seldom attained the same intellectual level as they would have done otherwise.

On the other hand, there was certainly much to be said for the view that if a girl took two examinations there was much less strain on her mind than if all her future depended on a single examination. Girls often failed in examinations simply through nervousness.

Student-Teachers.

The Board of Education had carefully protected the student-teacher year from examinations. The student-teacher was supposed to have a clear year free from examinations. Some might think this pressed hardly in some cases, but witness considered that it was only in very exceptional cases—such as that of a girl who had been prevented from taking an examination by illness—that any deviation from the rule should be allowed. A fair proportion of the candidates for Stockwell

were student-teachers. It was found that frequently they had had more practice in teaching than the pupil-teachers, because they had this year clear. It was impossible from merely noticing the students in college to make any general deductions as to the value of this free year, because they may have been subject to pressure before they became student-teachers. But provided they had been in an ideal Secondary School there was no doubt this gave the better preparation, and they certainly entered college fresher in mind.

Neglect of certain Subjects.

A curious feature of the present examination system as it affected Training Colleges was that the special subjects required by the students for practical purposes were ignored in the examinations. Practical music was a case in point, and, as a consequence, the Training Colleges, in addition to taking advanced work of this kind, had to provide for the elementary steps. It might be a good thing to use the student-teacher year to work up practical subjects of this kind in which the girls were deficient; but it was important also to keep up the general reading.

Means of Improving Present Conditions.

A great deal might be done to remedy the present state of things by making representations to Local Education Authorities. They wrote frequently and asked for what examination the college preferred candidates to be prepared. Witness replied that she did not mind which it was so long as the result was a good one, and hoped they would not take more than one. Probably more could be done by educating public opinion than by making strict rules. It was to be hoped that the Committee's Report would do a great deal of good in this way. Very little was done at present to call public attention to these evils; all that was done was to make representations to individual Local Education Authorities and schools.

Addendum.

Analysis of Qualifying Examinations taken by Candidates who apply for entrance into Southlands and Stockwell Training Colleges this Year (1910).

Total number of candidates	609
Number of candidates who have taken more than one qualifying examination	124

Of these 124—

114 have taken two examinations,
9 have taken three examinations,
1 has taken four examinations.

The 114 who have taken two examinations are classified as follows:—	Stockwell.	Southlands.	Total.
Taking Preliminary Certificate and London Matriculation.	10	10	20
Taking Preliminary Certificate and Oxford or Cambridge Senior Local.	11	19	30
Taking Preliminary Certificate and Northern University Examination.	2	1	3
Taken Preliminary Certificate (last year) and London Matriculation.	2	3	5
Taken Preliminary Certificate (last year) and Oxford Senior.	6	4	10
Taken Preliminary Certificate (last year) and Cambridge Senior.	2	1	3
Taken Preliminary Certificate (last year) and Northern Universities.	1	—	1
Taken Preliminary Certificate (last year) and Preliminary Certificate, 1910.	—	3	3
Taken Preliminary Certificate (last year) and Welsh Matriculation.	—	1	1
Taken London Matriculation and Oxford or Cambridge Senior Local.	14	8	22
Taken Oxford or Cambridge Senior Local twice	4	2	6
Taken Oxford or Cambridge Senior Local and Northern University.	3	2	5
Taken Central Welsh Board twice	—	1	1
Taken School Leaving Matriculation and Oxford or Cambridge Local.	—	3	3
Taken Oxford and Cambridge Senior Locals	1	—	1
			114
The 9 who have taken three examinations are classified as follows:—			
Taking Preliminary Certificate this year; taken London Matriculation and Oxford or Senior Local.	3	—	3
Taking Preliminary Certificate this year, School Leaving and Oxford or Cambridge Local.	—	1	1
Taken Preliminary Certificate last year, London Matriculation and Northern University Examination.	2	—	2
Taken Preliminary Certificate last year, and London Matriculation twice.	1	—	1
Taken Preliminary Certificate twice and Oxford or Cambridge Senior Local.	—	1	1
Taken Welsh and London Matriculation and Oxford or Cambridge Senior Local.	—	1	1
			9
Candidate who has taken four examinations:—			
Taking Preliminary Certificate this year; taken London Matriculation and Oxford Senior Local twice.	1	—	1

The above analysis does not include examinations which candidates still intend to take before entrance.

June 6th, 1910.

LYDIA MANLEY.
JAMES CHAPMAN.

Miss MARGARET J. TUKE, Principal of Bedford College for Women, London; Member of the Consultative Committee.

(*Evidence given June 8th*, 1910.)

THE MULTIPLICITY OF EXAMINATIONS.

The witness gave the following statistics as to the number of examinations taken by 29 scholarship candidates entered at Bedford College, as shown by their entrance forms. In some cases the list was probably not complete, as other examinations might have been taken which had not been entered on the forms:—

4	had taken	1	examination.
3	„	2	examinations.
8	„	3	„
8	„	4	„
3	„	5	„
2	„	6	„
1	„	7	„

But this last number included examinations in single subjects, such as drawing.

The record of one of these might be quoted as typical of the types of examination taken, viz.:—

1903. Preliminary Local.
1906. Junior Local.
1907. Senior Local.
1909. Senior Local, with Honours.
1910. London Matriculation.

The result of such a constant succession of examinations was that many girls entered college much worn out in mind, as well as physically, and their work became dull and uninventive. There were frequent complaints from their teachers of want of vitality. Girls who had not been pressed for examinations during their school years often approached their work with greater spirit and freshness. There was a tendency among students nowadays to expect all the hard work to be done for them by their teachers and to ask for help whenever a difficulty occurred. In some cases the power of getting knowledge directly from books seemed hardly to have been acquired at all. This had been noticed both by witness and her colleagues when she was a lecturer at Newnham College. Examination pressure had, no doubt, had a good deal to do with this; through always having an examination before them they had not time to stop and think and take stock of what they were learning. Modern methods, however, were also largely to blame. Learning was made too easy, and girls at school were thus not taught to grip their subjects. The increase in the proportion of teachers to pupils, no doubt, led to more being taught, and less learnt by the pupils' own effort, and it also led to pressure to some

extent, because each specialist teacher wanted to press his own subject.

University Work in Schools.

A good deal of confusion arose through work of a University standard being taken in school. Moreover, owing to this overlapping, witness could instance men who came up to Cambridge to take a tripos already prepared to take a good place in the examination and who, in consequence, became bored and stale, and for three years did little or no work. A clever Sixth Form boy would know his Classics so well that he need do little during his three years at college and still get honours on what he knew at school. As regards the position in London, about 16 per cent. of the students coming to Bedford College took the Intermediate Examination before entrance. These were at a disadvantage as compared to those who took it from college, because the lecturers were not acquainted with their previous work. The method of instruction might have been quite different. This was especially the case in science, in which subject the amount of practical training given in different schools varied greatly. Or it might happen, if they had not come from a good school, that they had simply been crammed for the examination and then had to spend their first year at college in learning how to work. In such cases also the girls were sometimes worn out by the time they reached college, especially where they had been studying for a scholarship in the same year as that in which they took the Intermediate.

Again, girls who passed the Intermediate before entering college could, as a rule, only give two years to the University instead of three, the difference in expense as between school and college fees being in many cases the reason for this course. These girls did not get the real advantage of the corporate college life, because it was generally not until the third year that students took their full share in its interests and responsibilities.

The number of students taking the Intermediate Examination before entering college would increase now that the London Day Training College gave preference to candidates who had passed that examination. This would tend to overstrain on the part of the intending King's Scholars, since the Intermediate work at school was often found very severe. The reason for the desire of the authorities of the London Day Training College that their students should have passed Intermediate was that they then had to spend only two years over their University course and could devote their third year exclusively to pedagogic work, an arrangement for which, of course, there was much to be said.

Scholarships.

The question of scholarships, leading as they often did to cramming and overstrain, was a grave one. The way to avoid

scholarship pressure appeared to be to lower the University fees; if University education was less expensive there would be less need for girls to gain a scholarship. The scholarship should be more definitely restricted to needy students and should have a less competitive character.

The General Question of Examinations.

Examinations acted as a stimulus to the clever and zealous students; but had little effect on the dull and idle ones. Thus they were only stimulating to those who least needed stimulus. Those who depended on success at college for their profession were obliged to take examinations very seriously, and these were the girls whose home circumstances were not so comfortable, and who were most liable to be injured by over-pressure.

Witness desired to see fewer examinations, and only one public external examination in the school course. She thought the school itself should do whatever was necessary in the way of stimulating the highest Forms.

D.—MEDICAL WITNESSES.

Miss Julia Cock, M.D., Consulting Physician, New Hospital for Women; Dean and Joint Lecturer on Medicine, London (Royal Free Hospital) School of Medicine for Women; Medical Inspector, North London Collegiate School and Camden School for Girls.

(*Evidence given March 10th*, 1910.)

The Strain of Examinations.

The witness said that in the question of the strain of examinations, the individual girl had to be considered. The principal factor in the examination itself was the element of competition. A routine examination, which was almost a necessity, should not do a girl any harm. The strength of the competitive element varied in different schools, and the atmosphere of the school in this respect was almost the most important element. Where its examinations were of a routine character a normal girl ought not to be affected in any way, and if a girl intended to enter a profession some training in examinations was almost essential under present conditions. She was certain to have examinations later on, and the witness' experience at the School of Medicine, where she had girls under observation through a long course of study, was that those who had had a quiet training in examinations while at school took their examinations more easily than the others. Sometimes a girl came to the School of Medicine with only a home education; she was at a disadvantage, and the strain of the long series of

examinations was greater. The school examinations ought to show the girls the comparatively small importance of examinations and get them accustomed to them. The witness could not imagine that it would be a good thing to have suddenly to to go in for a professional examination without having had any training in school examinations.

This kind of preparation could be given by means of internal examinations conducted by the school's own teachers, and untouched by the pressure of public opinion. Such an examination was much to be preferred to the external competitive examination. The ordinary term examination ought to be merely part of the school discipline; but in many schools it was made highly competitive and therefore injurious. As soon as the sense of strain entered into the pupil's work, the effect was bad. Girls were ambitious to a rather greater extent than boys, and attached too much importance to the actual examination itself. If they had in addition the feeling that the honour of the school depended on their success, they were apt to strain unduly. The same sort of overpressure occurred on the athletic side, and it was quite easy for a girl to do too much in games.

The practice of certain schools in securing a long list of examination successes for advertisement purposes was most undesirable. A child should not have to earn a reputation for its school in that way, or be used as an advertisement. A sensible loyalty to their school should be encouraged in pupils; but this should not take the direction of urging them to obtain examination successes for the credit of the school.

Speaking generally, the fewer public examinations to which a girl was submitted the better. A leaving examination was very valuable if it could be used as an entrance to the professions, and this should do no harm so long as it was reasonably done. If the public examinations were conducted as internal school examinations they would be less injurious. What one wanted was to get the girl to realise that an examination in itself was not an important thing, but was merely a means to an end. Too much importance all round was at present attached to success in examinations as a demonstration of capacity. It was found amongst the students at the School of Medicine, that sometimes those who succeeded best in their examinations succeeded less well in life. Looking back over the last 20 years, the record of such cases was most curious and instructive.

Perhaps the effect of professional examinations upon girls was less marked than formerly. The feeling that the earlier girl students had, that so much depended upon them in enabling woman to take her place in the world, was less strong than it used to be. The stress laid on examinations was less than it was 15 years ago, and the examinations were taken more naturally and more as part of the routine of the student's work.

One great difficulty was the whole question of girls from the High Schools going to the University, the only way being by means of scholarships. Sometimes having missed one they tried for another. The result was that they spent an undue amount of time in working for examinations. When they at last got their scholarships, college life was less useful to them than it should have been, because they were more or less stale. Those who did not actually break down frequently suffered from loss of freshness and interest in their work. Much depended on whether the examination was competitive or not, yet in dealing with scholarships it was very difficult to see how to avoid the competitive method. Under the present system it was almost, if not quite, impossible. Some of the scholarships tenable at the School of Medicine were not given on a competitive examination, but simply for a special course of work for which the students were nominated; these were therefore more in the nature of bursaries. This was an extremely valuable method if a student had shown herself sufficiently good to be recommended by her teachers for the bursary.

Witness had seen definite cases of girls being injured by preparation for examinations, not having learnt to manage themselves and not having received the assistance toward restraint that they should have had.

The injury of examinations as a rule only affected those girls who had to earn their own living, *i.e.*, whose future depended on their success in the examinations. The majority of the girls were not affected at all. Many other factors had also to be taken into consideration, the child's home life, &c. Very often the day scholars were under greater pressure than those in boarding schools.

The excessive strain and the anxious state of mind of the examination week itself, especially in the case of girls who continued to cram all through that time, was an important factor in the question. Witness herself always recommended a ten days' holiday before the examination.

The witness did not see any reason why girls should not compete against boys in examinations. Possibly they were not quite equal to boys in Mathematics; but if properly trained they could take this subject quite well, and some had special aptitude for it.

The way in which competitive examinations harmed young girls was by preventing their proper sleeping and eating, and by making them excitable and nervous. Sleep was generally (but not always) the first thing to suffer, and the work was injured enormously by that. This was seen frequently amongst Elementary School children.

The Question of Medical Inspection.

As to whether the danger of overstrain could be avoided by excluding by careful medical examination all who were in

the least neurotic, the witness said that even if this could be done some of the best people in the world would be lost. Education should aim at giving such pupils a firmer grip of themselves, and more power of utilising their often considerable ability. Some children were unfit for a large school at all, and these should be excluded by proper medical examination; but with many children it was only possible to decide by observing how they reacted to their surroundings; there was no sign otherwise to show that they ought to be excluded. A great deal of injury could be avoided by a judicious teacher. The girls not fit for examination ought, by prudent management, to be quite easily withdrawn from the school examinations; but in the case of public examinations this was very difficult. There were girls to whom examinations were very unsuitable, and for whom, in fact, hard work of any kind was bad. The average boy had a splendid power of resistance to pressure, while a girl reacted more quickly to the stimulation of her surroundings. Medical inspection should be made very useful as a means of securing the withdrawal from examination of girls who were not fit to undergo the ordeal, and by otherwise directing their work. This could best be done through discussion between the medical officer and the teacher as to the girls' behaviour in school, and the way they took their work. This regulation of the school life would be much more valuable than weighing and measuring. It would be useful for boys also; but there was a little more instability in the nervous constitution of girls, which made greater care necessary. Disturbance of sleep being a frequent (though not invariable) commencement of nervous breakdown, it would be very valuable to ask the parents to communicate with the teachers when this was noticed. It would, in fact, be of great help to have from parents intelligent information as to the child's condition at home. At home, the restraints of school life being removed, any evidence of nervous instability would become more obvious.

Mrs. SCHARLIEB, M.D., M.S., Consultant, Royal Free Hospital; Lecturer to School of Medicine for Women; Governor of St. Mary's College, Paddington.

(*Evidence given February 17th*, 1910.)

THE STRAIN OF EXAMINATIONS.

The witness stated that, as the result of her experience of a great many girls of school age and a little over, and of young married women, she was of opinion that examinations as at present conducted were very bad for girls. Girls were ambitious and very conscientious. They worked harder than they need, and worked harder than boys. The strain was increased directly a competitive element entered into the examination. In the case of scholarship examinations, for instance, the girls were very

apt to overwork themselves. They became nervous and did not take sufficient rest, allowing their work to run into time that should be devoted to sleep. They could not be induced to put away their books at night. After working all day at lessons homework was continued until 10 or 11 o'clock, and on top of that some girls took their books to bed with them so as to be able to study directly they woke in the morning. It was perfectly impossible for girls to be well under such circumstances.

In reply to a question, witness said it was very difficult to offer an opinion as to what hours of work were proper for a girl at school, and doubtless opinions would differ greatly on this subject. She suggested, as a reasonable average for a girl of 15, six hours a day, viz., three hours in the morning and three hours in the afternoon. This should include the time given to preparation. After the age of 18 the amount of time might with impunity be gradually increased; but students should have at least 10 hours' sleep.

Most of the girls the witness saw were day scholars, or else girls at boarding schools brought to her during the holidays. She found a great many of them suffering from considerable mental and nervous trouble. In excessively bad cases (such as that of a girl coming from a neurotic stock) the effect of the stress of school life was very clearly marked; but it was found also in a lesser degree in girls of a different type. There were a sufficient number of such cases to make it certain that the present examination system was a serious danger to the physical well-being of young girls. Putting aside the naturally neurotic girls, there were many perfectly sound in bodily health who were yet injured by the strain. The neurotic ones, of course, suffered first and most, but the others also suffered. Of course it was not possible at present to estimate the proportion of girls who suffered from overwork at school; but in a few years, under medical inspection, evidence upon this point might well be available.

Roughly speaking, the effect was greater upon those girls who were not quite up to the average intellectual standard. The abler ones had a greater interest in their work, and that carried them on a long way. They also had greater facility. Some minds seemed to be constructed for the purpose of examinations, and some were not. The witness instanced the case of two girls—fellow students at college—of whom one never got more than about 50 per cent. of marks at an examination, and nearly broke down each time, while the other always obtained about 90 per cent. and did not suffer; yet the first of these girls was really just as able as the other.

A great part of the mischief was caused by the constant recurrence of examinations. It was not so much the work itself, but the constant preparation for examination. Witness remarked that in her own girlhood she often felt she could work much

better if it were not for the necessity of taking another examination, the failure to pass which would leave her distanced. Examinations were too frequent, and too often competitive.

The removal between the ages of 14 or 15 and 18 of this constant preparation for examinations would result in a much stronger race of women. The results of the strain not only interrupted and damaged the school career of these girls, but also injured them afterwards. They remained more nervous than they would have been, and, therefore, did not get on so well as young married women.

The only cure for the present state of affairs in the case of a large number of girls living at home was to abolish these examinations altogether, as in many of the homes the mothers were unable to control the amount of work done by their daughters. The girls said the work was necessary, and the mothers were helpless. It was different in a boarding school, where the girls were thoroughly well looked after by a mistress who understood—and *they* did not all understand.

The education of girls was not in itself wrong, but the conditions under which it was given were wrong. It would be a very great reform to substitute for the present system of examinations one qualifying leaving examination at the end of school life, with possibly one other examination at about the middle. But these examinations should not be competitive.

Athletics.

Similar considerations applied to athletics. Whether in working for examinations in which the honour of the school was concerned or in playing in matches for the school side, the effect was the same. Very lamentable cases of ruined hearts were caused by playing too hard in an inter-school match. This was parallel with the examination danger. It was not that the girls were incapable of work or play, but that they were injured by an excess of endeavour. On the whole, girls at the present day, excluding those who were not properly fed, were much more alive and bigger than those of some years ago. But the type of danger had changed. Girls did not suffer from *ennui* nowadays, but they were very liable to definite nervous trouble.

In games where the spirit of competition entered to a very large extent, such as in inter-school or inter-college matches, an ill effect was likely to be caused not only by the intense excitement itself, but also by the extra amount of physical effort expended. Before all such matches the girls should be medically examined, and there should also be someone in attendance with authority to call off the ground any girl seen to be in danger of over-tiring herself.

As regards physical exercises, these in many cases were not well managed. To be profitable, exercises must be done while the body was fresh, and the gymnastic instructor should allow a girl to stand out if she was not feeling well enough to do them.

In Sweden it was said that the girls were generally very keen on exercises up till about 14, but that they then became slack, and for two years did not do so much. Afterwards, when their constitutions had thoroughly settled down, they became very keen again. It was quite certain that if exercises were pressed during that time or when girls were tired they did harm. The old idea that change of occupation was wholly rest had been entirely disproved.

The Need for proper Food and Rest.

The position was made more difficult by reason of the movement in the direction of bringing girls of small means into Secondary Schools. This caused a large increase in the number of day scholars, and often these girls were not amongst the best fed and nourished, and so needed all the more care. A great deal of information bearing upon this question came out at an inquiry made by the Board of Education. It was found in a large number of cases that girls attending Secondary Schools had a considerable distance to go each day, often with a train journey, and that many of them came to school badly fed. They often came to school with very little money for their lunch and the small amount they had they spent foolishly, with the consequence that they went short at the mid-day meal. It was desirable that the little money they had should be spent in the school on good food at little cost, an advantage only provided at present by some of the larger schools. For the most part they lunched on cakes and milk and had their one good meal of the day when they got home in the evening. They then set to work on their preparation, and often did not get to bed until eleven o'clock. Everything, therefore, was wrong; probably they were not well nourished in infancy, they had to rough it at school, and neither food, nor sleep, nor rest was adequate; the only thing adequate was their education, which they were not adequate to profit by.

It would not be sufficient, however, merely to provide that these girls should be well looked after. They must be not only well fed, and have proper sleep, but must also be relieved from the constant recurrence of examinations.

E.—GENERAL.

Sir WILLIAM S. M'CORMICK, M.A., LL.D., Secretary to the Carnegie Trust for the Universities of Scotland; Member of the Royal Commission on University Education in London.

(*Evidence given July 14th*, 1910.)

THE NEED FOR A NATIONAL STANDARD OF EDUCATION AND THE UNIFICATION OF EXAMINATIONS.

Witness was of opinion that it was necessary to establish some recognised national standard of completion of a sound secondary training (allowing of course for as many options as to schemes and courses as might be found desirable), which should be accepted *pro tanto* by the Universities and professional bodies. For the different professions there might be different types of secondary education; but although the individual students' curricula might vary, the standards of the whole would be equivalent. This would be of advantage both to the professions and to the schools. Owing to the multiplicity of standards and of individual examinations the schools at present laboured under great difficulties.

It was also fundamental to substitute one national organisation for the various and multifarious examining bodies now existing.

PRELIMINARY QUESTIONS.

In attempting a reform of the examination system there were certain preliminary questions to be settled.

(a) *The Age of Leaving the Secondary School.*

The age at which it was desirable that the average scholar should leave the Secondary School was a matter on which opinions varied remarkably. Some were of opinion that a boy should leave school at 16 and finish his secondary education at the University. Others, on the other hand, held that a boy should remain at the Secondary School until the age of 18 or 19. In America, again, there was a separate institution between the school and the University, where boys received what we, or at any rate Germans, would consider the last two years of secondary education. The question really depended on what was understood by "secondary education."

The age of entrance to the Scottish Universities had risen considerably in late years, mainly owing to a drastic step taken by the Scottish Universities Commission in 1892. That Commission fixed a very high standard of preliminary examination, based on the standard of the Scotch Education Department's Leaving Certificate, which was intended for a pupil of 18. Formerly there had been practically no preliminary examination

whatever, and there had been a large proportion of adult students entering the University, who, on account of insufficiency of preliminary training, were quite unable to profit by teaching of a University standard. This state of things had now come to an end; but there were still some students entering above the average age, especially in Medicine, and it was a question whether these should not have a special entrance examination. It seemed of doubtful advantage to put them back to school Latin and Mathematics.

At the other end of the scale there used to be a large number entering as young as 16; but now hardly any came before 18, and the majority not until 19. As a matter of fact, it was hardly possible for University life to be begun earlier than 17 or 18, unless the University deliberately took over secondary work, and, in consequence, prolonged the graduate course.

One important point seemed to have been proved by the raising of the preliminary standard in Scotland, viz., that whatever the average age and standard fixed, secondary education would quickly adapt itself to meet it. On the other hand, so long as a low age and standard were maintained for entrance to the Universities and professions, there would be no demand for Secondary Schools to go beyond these, except in individual cases of scholarship competitions and the like. In any reform, therefore, the initiative must come from the former. Whatever the average age fixed at which this *Reife-prüfung* should aim, the witness strongly deprecated competition, or possibility of competition, among the various Universities and professions as to either the lowering or the raising of the standards of examination. Its one purpose should be to test a sound secondary training up to that age, and it should not be either adapted or used to single out individuals for special proficiency.

(b) *The Subjects of Examination.*

Witness said that although he desired to see a unification of the examinations and a single standard, he did not want to impose exactly the same examination on each profession and each faculty. It was desirable that the Universities and professions should rely to a much greater extent on the schools to produce the kind of material they wanted. At the same time the kind of secondary training to be given would necessarily be to some extent dependent on the future career of the pupil; or, to put it more generally, the last years might well be somewhat specialised to meet the particular aptitudes of individuals.

While thus specialising to some extent, the students should certainly continue to receive an all-round education. For instance, it was not right that a student should concentrate on science without taking any language at all. Probably, however, it would not be necessary to demand the same high level of attainment in the general subjects as in the special ones. If

the best Secondary School curriculum for entrance to each profession and faculty were once determined, the consequent differentiation of courses within the school should present no difficulty, since a good Secondary School would always provide several varying curricula. It was a matter for educational experts to decide upon the proper means to prevent these different courses from clashing with one another; but that it could be done was shown by the experience of the Scotch system, which was worked on a similar plan.

(c) *The Character of the Examination.*

(i) The Question of Set Books.

In an inquiry made on behalf of the General Medical Council (in which the witness took part) it was found that a great number of examinations were based upon set work, and it was felt that, as long as the greater part of the marks for a paper could be obtained by means of this set work, cramming methods were encouraged, and the difficulty of estimating the value of a candidate's training became much more difficult. Moreover, set books hampered the teacher, and anything that hampered the teacher was so far bad. Witness was therefore of opinion that set books should be avoided; and he was glad to observe that most of the examining bodies were gradually coming round to the same view. It was a different matter altogether when the examination was an internal one related to the school. In the Scotch Leaving Examinations there were no set books, and the system there had been found to work well in conjunction with inspection. The inspection was important, for it was almost self-evident that, with a general paper without set books, there must be an inspection of the school to see that it had been going through an educational curriculum; and, if this were done, it entirely provided for what was the only object of set books in the examination paper.

The witness considered that, in learning a foreign language, the essential thing was to acquire ability to deal with an unknown passage, and that to attempt to learn a particular book without that mastery of the language was bad, especially when the book was of a higher standard than the student's real attainments in the language in general. It led to many abuses. The essential thing was to get a grip of the language, and it would probably be well to revert to the mediæval method of beginning with conversation. The pupils must feel that it was a real language they were learning.

(ii) The Standard of the Papers.

The evils consequent upon set books were aggravated by the fact that examining bodies in their endeavour to raise the standard of their papers were setting work which was really far too difficult for the candidates entering the examinations. This, in the opinion of the witness, was the worst way of trying to

raise the standard; it would have been much better to have kept the paper low and raised the standard of marking. It was undoubtedly a mistake to set a paper which produced such a lot of bad work; but the present papers were not carefully enough adapted to the capacity of the candidates. The witness read the following passage with regard to the percentage of marks that should be required for a pass from the report of the inquiry alluded to above:—"At the same time, in many of the best "examinations, we regret that the pass-mark is so low. Unless "an examination has some other aim than testing a certain "grade of secondary education, a pass-mark of 30 per cent. or "even 35 per cent. is, in our opinion, a confession that the "examination has failed to hit the grade at which it aims." This was a charge that might be brought against many of our examinations.

(iii) The Combination of Inspection and Examination.

The combination of examination and inspection was very desirable for many reasons. The special need for it when there were no set books had already been referred to. The inspectors should visit and report upon the school. After the examination they might inquire into any difficulties that had arisen in the examination. Such inquiries were very instructive, especially in finding out the reasons for deficiencies in the answers to certain questions. It might be the examiner's fault—and, in fact, in some cases it had been found to be so. A good deal was to be said therefore for inspection from the point of view of the education of the examiner.

Whether this system, which worked well in Scotland, could be applied with equal success to the larger population of England, was a difficult question. The witness's own opinion, however, was that it was a mere matter of organisation whether the system dealt with hundreds or thousands.

(iv) The Combination of Inspection and Examination with the Teacher's Opinion.

The system of combining with the examination and inspection the report of the teacher was only just beginning in Scotland. It had been advocated for a long time; but it was difficult to put a reform of that sort into being at once. Witness was strongly in favour of such a scheme. He considered it necessary to alter the teacher's status in the matter of examinations. At present one was too apt to regard the examiner and teacher as playing a game of hide-and-seek, in which it was to the teacher's credit to get as many as possible of his pupils through the examiner's hands. The teacher should be shown that this was not the thing to try for at all—that it did the pupils no real good to get them through the examination by deceiving the examiner as to their ability. It was his business to diagnose the real character and ability and attainments

of each pupil; for he ought to know better than anyone else what his pupils were worth. He should therefore be asked to put his pupils roughly in what he considered the order of their merit—not to say which of them should pass, because the fixing of the standard of examination was the work of the examiners who were dealing with all the schools as a whole. Judging by the experience of the Scotch system, the estimates of the teachers and the examiners would be found to be remarkably alike; and even where they differed seriously in their relative order within the individual school, the examiner was quite as likely to be wrong as the teacher.

In combination with such a system there should be inspection, and the inspector should always be able to refer to the written work of the students whenever it was necessary. This was very useful, especially in the case of discrepancies between the teacher's report and the examiner's mark.

One of the difficulties in Scotland in introducing the principle of giving the teacher some such share in the examination was that the Universities might refuse to accept a certificate based on an examination the result of which had been influenced by the teacher. This difficulty, however, was likely to pass away, since the Universities were dissatisfied with the examination of their own Joint Board. That examination was too formal and mechanical, and the injustice to individual candidates was occasionally very great. For instance, there were always many candidates just on the line or only separated by a mark or two; and the mechanical fixing of a pass-mark was the only way of distinguishing between those who should pass and those who should fail in any particular subject. Again, except in the Medical Preliminary Examination, the regulations did not allow excellence in some subjects to compensate for deficiency in others. So a candidate who obtained 90 per cent. of marks in any three or four subjects would fail if he was a mark below the pass-mark in the fourth or fifth.

The Advertisement of Successes.

The evil of attaching too much importance to examination successes existed in Scotland as well as in England, and unfortunately it was the best schools that were the worst offenders in the matter of advertisements. These schools ought to remember that the credit for their pupils' achievements was not entirely theirs, for they had the best material to begin with; they got the boys who were bound to come out well in the end. The advertisement of success was, however, gradually dying out, and a system which secured the co-operation of the teachers in the examinations was bound in the end to kill it, especially if the Universities showed a desire to have the opinions of the school much more than formerly. There seemed to be a movement in that direction in England, as was shown by the fact that

most of the Universities were attempting to introduce some sort of school certificate scheme. The London University, for instance, had instituted a modified Matriculation examination on the basis of a closer connection with the schools.

Alternative Methods of Reform.

The witness submitted as practical possibilities two methods by which the present examination system might be reformed.

(a) *The Co-operation of Existing Examining Bodies.*

By bringing all the existing examining bodies into line by conference, and thus obtaining a unity and equivalence of standard which would admit of each being accepted *pro tanto* for the other, some improvement would be effected. As a member of the English Universities Committee of the Treasury, witness was commissioned about three years ago to go round to the different Universities and see whether something of this sort could be done. He found that the four Northern Universities (Manchester, Liverpool, Leeds, Sheffield), had a Joint Board for Matriculation purposes, which kept their standards equal. Durham and Birmingham, though outside this agreement, were apparently both ready to come in. When, however, one came to London University, the difficulties were great, because this University was living on the profits of its Matriculation examination, and could not join in an amalgamation with the other Universities without losing a large part of those profits. There was difficulty even in instituting a school leaving examination, as a policy of the University itself, because it was so dear; no profit could be made out of the school examinations because of the cost of inspection. It seemed, therefore, that in the allocation of any future grants to the Universities this question should be taken into account, and that any loss through a reform of the examination system should be made good.

A scheme of the kind suggested, however, even if accomplished, would be merely a makeshift. It was just a question whether it was better to work gradually through some unsatisfactory compromise in the hope of things developing later, or to take at once more heroic measures.

(b) *A new Central Organisation.*

It might be possible to institute a new organisation under one central authority, which would utilise as far as possible the examining staffs of the existing bodies, and bring together the services of the Board of Education, the Examiners of the Universities, and the Secondary School teachers to work for a common end.

By making use of the existing examiners, the financial position as regards the various University Local and Matriculation Examinations would be to a large extent relieved. The Universities themselves, with the exception of London University already referred to, did not make much profit out of the examinations; it was the loss of fees to the present examiners and revisers that would be the principal difficulty in superseding the local examinations, and that difficulty would be removed if the new body took these over.

So far as the written examinations were concerned, these would be the same for all schools over the country and would be directly under a Chief Examiner or small executive board of examiners in each subject, who would be responsible for setting the paper or papers and for equalising the standards of marking of the individual revisers within that department. As to the share taken by inspectors and teachers, some provincial organisation would doubtless be necessary, under the central authority, which would of course be ultimately responsible for the scheme as a whole. Possibly it might be convenient that the examining areas should correspond with the Board of Education's inspectors' divisions, and that the divisional inspector should be in charge of the arrangements in his own area. But on these and other matters of detail the witness did not wish to dogmatize, and merely offered the above as suggestions which might or might not be found practicable, and on which the Board of Education would naturally have to be consulted.

The larger population of England might probably make the system more difficult to work—or at least to start—than in Scotland; but the witness was of opinion that it could be done.

Dr. NORMAN MOORE, M.D., F.R.C.P., Member of the General Medical Council; Member of the Consultative Committee.

(*Evidence given October 6th*, 1910.)

THE AUTHORITIES CONCERNED WITH THE TRAINING OF MEDICAL PRACTITIONERS.

Witness stated that the bodies in England capable of giving a medical qualification numbered 13. There were seven bodies in Scotland and six in Ireland whose qualifications also entitled the holders to practise in the United Kingdom. The English bodies included all the Universities, the College of Physicians, the College of Physicians associated with the College of Surgeons for examining purposes, and the Society of Apothecaries. Each of these bodies was absolutely entitled to make any regulations it liked with regard to preliminary examinations. But many years ago they came to a sort of general agreement (in which the Scottish and Irish bodies also

co-operated) to recognise practically the same examinations. This arrangement was brought about through the General Medical Council.

The bodies mentioned were not all able, by their own action, to qualify a man to practise as a physician or surgeon. All the Universities were able to do so, that is to say, they had absolute power to produce a medical practitioner. Certainly the test of legal entitlement was registration by the General Medical Council, which was entrusted by Act of Parliament with the keeping of the Register; but that Council had no choice but to register every University graduate in medicine who presented himself. There was only one other body in England which had this power of giving the complete qualification, viz., the Royal College of Physicians of London. The licence of that College was a complete qualification under the Act, and anyone presenting it was thereby entitled to be registered. As a matter of public convenience, the Royal College of Surgeons of England, which had not the power of giving a complete qualification, associated itself with the Physicians to form what was known as the Examining Board in England of the two Colleges. This was a voluntary association entered into in 1884, and could only be broken up after due notice. The Board consisted of examiners in all the subjects of a medical education, all the examiners in surgery being appointed by the College of Surgeons, and all the examiners in medicine by the College of Physicians. Candidates passed by this Board received the licence of the College of Physicians and membership of the College of Surgeons, subject to the conditions of admission in each College. They were then entitled to registration.

The Society of Apothecaries also had the power of giving a qualification, provided it made use of examiners in surgery appointed by the General Medical Council. As a matter of fact, the Council nominated the particular examiners desired by the Society. When a student had passed the examination for the licence of the Society he had a complete qualification, in respect of which he was eligible for registration. The number of candidates for this examination was not very large at present, though a fair number of women took it.

All these bodies had the power to make all regulations for their own candidates right through their course from the beginning, which was an examination in arts, to the end, which was an examination in medicine, surgery and midwifery; but they were restrained to a certain extent (practically by their own agreement) by the General Medical Council. This body was formed of representatives of the qualifying bodies (one from each), and others nominated by the Crown or elected by the medical practitioners of England, Scotland and Ireland.

The Council had certain definite powers under Act of Parliament, including the absolute charge of the Medical Register. They placed upon the Register, in the first instance,

all persons possessing such qualifications as the Medical Act required, and applying to be registered, and they could decide whether in case of misconduct a person should be removed from it or not. But they could not deprive him of a qualification obtained from another body (as, for instance, the licence of the Royal College of Physicians). So it sometimes happened that a licentiate of the College of Physicians would be removed from the Register by the General Medical Council, but not deprived by the College of his licence, the College perhaps taking the view that the Council had not acted quite justly. Witness explained that registration was not necessary to enable a man to practise medicine. In fact, there was no law to prevent anyone doing that, even if he had no qualification at all. Such a person, however, ran the risk of being tried for manslaughter, his signature to a death certificate was not valid, and he could not recover fees in a court of justice. There were many people in London with large practices who had no medical qualification at all; but they did not call themselves "Doctor," because they could be prosecuted for that. In several instances the Council had removed from the Register the name of a man who really ought not to be allowed to practise, and he had nevertheless gone on practising largely. A fellow of the College of Physicians gained nothing by being on the Register; it made no difference to him, because in any case he could not bring an action for fees. But nearly all the fellows were on the Register, because they thought it right to register.

The fact that there were so many different examinations and examining bodies would seem at first to be very confusing. As a matter of fact, it was less so in reality, because there were so many sources of accurate information. Mistakes were made now and then, but very rarely, and most often by Orientals—through too great subtlety.

The establishment of the General Medical Council was due, not so much to a demand from within the profession as to the suggestion of certain idealists who thought it would be a good thing. The witness was of opinion that on the whole the Council had been of some use and had done no real harm. Some examinations had been improved owing to the Council's action. There was some overlapping of influence between the Council and the qualifying bodies; but the former had no doubt done good service towards maintaining a good general standard. Unfortunately there was sometimes a tendency to try to make the Council act as a sort of trade union. As to the desirability of establishing a similar body in relation to the teaching profession, such a body would unquestionably have great value in disseminating information amongst the various institutions and people concerned.

The Course of Training for the Medical Profession.

The General Medical Council sometimes issued recommendations as to the examinations and courses of training for medical students, but they had no power to enforce them (except in so far as they might report to the Privy Council any examination which they thought not sufficiently good). Their recommendations, however, exercised very great influence, so much so that many thought they had the force of law (which was not so). They had only once reported an examining body, and in that case there was a strong opinion that it ought to be removed from the list; but political influence was immediately brought to bear, and it remained. No doubt the Council's action in this case led to improvement in the examinations of that body.

The General Medical Council laid down that a medical curriculum must extend over five years. There was general agreement upon this point, and practically it would be impossible for any examining body to shorten the course. In fact, although the minimum course was five years, the great majority of students in England spent six years over it, and a large number took more time still. The average time taken by candidates for the conjoint Board's certificate would probably be about 6¼ years. The course was a very stiff one; indeed, students had to do almost more than they could get into the time. The age of commencing medical study tended to become later, and it was now very seldom that anyone started under 17. As a rule, the age of starting was later than 17. A person could not commence medical practice under the age of 21.

The detailed requirements of the five years' course were settled by each body for itself, the Council merely issuing recommendations. But, speaking generally, medical education was divided into four parts, viz:—(*a*) Arts; (*b*) Science; (*c*) Science directly applicable to medicine; (*d*) Medicine and Surgery proper. Not the examinations only but the whole curriculum was prescribed by the qualifying bodies, and each candidate had to bring up certain definite certificates, *e.g.*, as to the courses of lectures attended. The kind of work demanded by the various bodies differed slightly, but there were no serious divergences.

The General Medical Council sent round inspectors at intervals of years to report on particular examinations. The reports were considered by a committee, and afterwards by the whole Council, so that everything that occurred was well known and thoroughly discussed. The system of marking and all details of that kind were mentioned in the reports, and the Council might communicate with the examining body if it considered some improvement was needed.

Preliminary Examinations for the Admission of Medical Students.

In addition to the Register prescribed by Act of Parliament, the Medical Council established many years ago a register of medical students, *i.e.*, of people beginning their medical studies. They were of opinion that there ought to be a record of the precise date of commencement of the period of training, and for that purpose they opened this register. The Colleges of Physicians and Surgeons in London (by far the largest medical bodies in England) agreed, without giving up their rights, to use the register to the extent of accepting a certificate of registration as proof of the commencement of medical study and of having passed an approved preliminary examination in arts. The Council drew up a list of such examinations after careful inquiry, in the course of which several were rejected. The recognition of these examinations was in the hands of an education committee of the Council, which could meet at any time to consider an application for recognition of an examination, and recommend its acceptance or rejection by the Council.

As to the subjects of the preliminary examinations, the Medical Council absolutely insisted on Latin. The London University Matriculation, therefore, would not be accepted by them unless it included Latin. The conjoint Board of the Colleges of Physicians and Surgeons, on the other hand, would accept the London Matriculation without Latin. In practice, this was not a serious matter. There might be perhaps three persons a year who had passed Matriculation without Latin, and then wished to take up medicine. This would be permitted by the conjoint Board, but not by the Medical Council. Students did not have to take Latin, subsequently, except so far as was necessary for prescriptions—and that was a very different thing. The question of insisting upon Latin had often been discussed by the Council, and the witness had always taken the line that Xenophon did not know Latin, nor did Aristotle, which proved it to be possible to have a highly trained mind without studying that language.

A student could be registered without any knowledge of Science apart from Mathematics. It was felt that what was needed in the preliminary examination was evidence of sufficient general education to start upon medical training, and upon these lines the Council had drawn up its requirements as to what should be covered by the examinations. The student obtained his scientific education afterwards, his first year being spent on chemistry, physics, and biology, and concluding with an examination in those subjects, and the whole of his subsequent training being of a scientific nature.

In the science examination, which was regarded as the first professional examination, the students were examined by the qualifying bodies themselves, and external certificates were not always accepted as equivalent; but if a man had passed the science examination at Oxford, Cambridge, or London, the

Colleges of Physicians and Surgeons would not insist on examining him again. In medicine and surgery the qualifying bodies accepted no examinations but their own.

As regards the preliminary examination in arts, although certain definite requirements were laid down by the General Medical Council and accepted by the various qualifying bodies, both the Council and the separate bodies found it necessary to retain a dispensing power to deal with cases of men who were obviously fit to begin a medical course and yet did not satisfy the words of the regulations. The General Medical Council had a committee which considered any special circumstances in regard to registration, and the conjoint Board of the Colleges of Physicians and Surgeons also had its committee of management, to whom any special cases were referred. They considered, for instance, such cases as the following, viz., (*a*) a student who had matriculated without taking Latin; (*b*) a man who had passed into Sandhurst and then been rejected for some physical defect; (*c*) a man over forty years of age desiring to enter the medical profession who had passed some examination long before. Frequently a combination of different certificates was submitted; each case of this kind was inquired into carefully, and if the successes were of a substantial character they were accepted. In all such cases if it was clear that the applicant had received a sufficiently good general education he would be accepted even though his examination successes did not correspond exactly with the specified requirements. Occasionally the views of the General Medical Council and the qualifying bodies differed on the question of admitting a particular candidate, as, for example, in a case many years ago, where the Council refused to register an Oxford M.A. (who had graduated in Honours) on the ground that he had never studied mechanics. The conjoint Board of the Colleges of Physicians and Surgeons accepted him. The records of the conjoint Board were very minute, and the Medical Council was entitled to information on everything relating to curriculum or examinations.

Science Instruction in Schools.

Some years ago it was felt to be desirable to get more time for medicine and surgery in the course of training, and consequently the Colleges of Physicians and Surgeons encouraged the taking of chemistry and physics at school. This they do by allowing a boy to come up for examination in these subjects before he has entered a Medical School at all (but not before he has passed the preliminary arts examinations), and then, if he is successful, allowing him to count his school work as six months of the five years' medical course, provided he has attended the proper number of classes at a recognised school. It is necessary to pass the preliminary examination in arts before taking the science examination, and no

time is allowed to count until the former examination has been passed. A boy might have attended classes in chemistry and physics; but he could not count that attendance as part of his medical study unless he had previously passed the examination in arts. He might do it just the same (and frequently did), because he knew it would get rid of the subjects and leave his later time free for medical studies. Sometimes in such cases a boy came up from school, took his arts examination in one week and his science examination the next.

When the scheme was instituted it was strongly opposed by the General Medical Council, and the result was that the Colleges of Physicians and Surgeons were obliged to say, "We "decline to compel our students to register with you, because "we believe you are using your power to prevent this system "of encouraging students to begin scientific studies at school." This had remained the position ever since. The Colleges did not require a student to have been registered by the Council. Their own regulations for admission were practically identical with those of the Council; but they accepted this Secondary School work in science in lieu of six months of the normal medical course. This led to a violent and exceedingly bitter controversy lasting for some years, the Council holding that a Secondary School was not a proper place of education in scientific subjects, while the Colleges maintained that scientific education was spreading in schools and that with proper inspection schools were fit places for this work, and that it was of advantage to the medical curriculum that they should teach these subjects. The Colleges would not accept any study at schools which were not formally recognised, and before according such recognition they required a visit to be paid by a visitor appointed by the Committee of Management. At this visit investigation was made into the following questions:—

(1) Whether the school was a public foundation.

(2) Whether the laboratories were properly equipped, and the collections of specimens suitable.

(3) Whether the teachers were of sufficient standing.

A considerable number of Secondary Schools had been recognised, including Eton, Harrow, Winchester, Tonbridge, Berkhamsted, and other schools of similar type. A good many schools had been visited without being recognised, generally because the laboratories were not good enough. Besides Secondary Schools, there had been recognised some Technical Schools, and all University Colleges. The Medical Council refused at first to accept the education received in these institutions in lieu of any part of the five years' course, and would not register as having commenced medical study any student who began his course elsewhere than at an ordinary Medical School or University. But the body which admitted such students had power to make its own conditions for the award of its diploma, and when that diploma was presented by a

candidate for registration as a medical practitioner, the Council could not refuse to accept it. As a matter of fact, the number of students taking advantage of the plan was not large at present; but it was slowly increasing, and the results in the case of these students as regards capacity to pass the science examination were good.

In practice the position gave rise to very little difficulty in working, because students still registered with the Council if they could, and the Colleges still accepted the evidence of the Council as to preliminary examinations. Since the controversy arose the Council has gradually come on towards recognising this scientific education in schools. They first recognised several Technical Schools, and at the last meeting, held in May 1911, they decided that Secondary Schools which had been visited and approved by a licensing body should, on application, be placed on the list of institutions where medical study may be commenced, if the Registration Committee reported in their favour, and the Council adopted the recommendation. The Council (unlike the Colleges) had no power to inspect schools.

Defects in the Preliminary Examinations.

Witness expressed the opinion that the London Matriculation Examination did not leave the student with sufficient knowledge of Latin to read a Latin book. When referred for an illustration of a point in a lecture to a work written in Latin he could not read it. It was very rare indeed that a London University student could read such a book. On the other hand, Oxford and Cambridge students could generally (though not always) do so. Witness considered that it was far more important that a student should know some subjects well than that a great number of subjects should be included in his curriculum.

Further, the fact that the London Matriculation had hitherto not been in direct relation to the Secondary Schools of the country had had a very bad effect on medical education in that it had prevented many people going on for a degree, because their school curriculum had not been on lines which would have enabled them to pass Matriculation. Had they matriculated they would have been able to work for the London degree in medicine, which would have greatly increased the value of their training. But they did not care to go back and take up a series of subjects for Matriculation. The position should eventually be much improved by the new Matriculation examination, but it took a long time to get anything thoroughly known.

The Question of simplifying the Requirements for entrance to the Medical Profession.

Witness said that one difficulty about a medical education was that the progress of knowledge altered the aspect of it from

time to time. The nature of the early curriculum was certainly of importance to the later training; but in spite of this he considered that in ideal conditions all that should be required of a student desirous of starting upon a medical training was that he should have been taught something by a person worthy to teach. Personally he would be quite ready to accept a certificate from the headmaster of a good school as sufficient evidence of a pupil's fitness. But there were many difficulties in the way of such a plan, and it was not at all likely that the General Medical Council would be prepared for a long time yet to agree to it. If, however, the Physicians and Surgeons were persuaded that it was the proper thing to do they would be strong enough to take it up even if the approval of the Council were not to follow for some time.

Improvement in the Education of Candidates for the Medical Profession.

The kind of Secondary School from which medical students came had steadily improved in recent years. This was largely due to the abolition of the old system of apprenticeship, and the insistence on efficient teaching. It was not an absolute rule in both the old Universities that a doctor must be a graduate in arts; but nowadays he nearly always was, and a much larger number of medical practitioners were Cambridge or Oxford graduates than formerly. The increase in the number coming from Oxford and Cambridge was having a great effect on medical students in London by leavening the whole body of students with educated men and raising the idea of what all students should aim at.

Addendum.

Statistics as to Preliminary Examinations in Arts passed by Students entering St. Bartholomew's Hospital and College in the year 1909–10, as an example of the variety existing in the Examinations passed.

London Matriculation	14
College of Preceptors	12
Cambridge Previous Examination	35
Oxford Responsions	5
Cambridge Senior Locals	3
Oxford Senior Locals	2
Oxford and Cambridge Schools Examination Board	2
Educational Institute of Scotland	4
B.A. Cape of Good Hope	1
Matriculation Royal University of Ireland	1
Central Welsh Board	1
Sandhurst Entrance (specially allowed by General Medical Council)	1
	81

Major-General Sir ARCHIBALD J. MURRAY, K.C.B., C.V.O., D.S.O., Director of Military Training.

(*Evidence given July 14th*, 1910.)

THE RELATION OF THE WAR OFFICE TO EDUCATION.

Witness said that the way in which the War Office was brought into touch with education was in connection with candidates for entrance to the Army. The number required each year, allowing for medical rejections, was about 800, which was not a very large proportion of the number leaving the Public Schools, but should be sufficient to constitute a claim on the consideration of those schools.

DEVELOPMENT OF THE SYSTEM OF EXAMINATIONS FOR ENTRANCE TO THE ARMY.

In 1903 the War Office were anxious to relieve themselves of the responsibility of education. They were ready to do away entirely with their own system of education, and to accept the Leaving Certificates of recognised educational authorities. When, however, they attempted to carry out their plan, they were met with great difficulty, owing to the lack of organisation in the examination system of the country, and the consequently large number of bodies with whom they had to deal. There were the Scotch Education Department for Scotland and the Central Welsh Board (to a small extent) for Wales; in Ireland there was no responsible authority of the kind required at all; while in England there were a great many.

Still a scheme for the acceptance of Leaving Certificates was adopted, in the hope of relieving the War Office of the task of conducting the Army Qualifying Examination, and with the intention of making the first general test of education for any profession applicable to qualification for the Army, and thereby improving the general education of Army candidates.

If they could have adopted the scheme in its entirety the War Office would have been glad; but it presupposed that secondary education in England was shortly to be supervised and standardised by a Government Department, and that a single Leaving Certificate would be established. The prospects of this supposition taking concrete form were still at the present time very remote, and in the meantime various independent educational bodies had undertaken the task of inspecting schools and issuing Leaving Certificates. There was, however, no co-operation between these bodies, nor between any of them and the Government Departments which took their place in Scotland and Wales; while Ireland was left out altogether. The variations in the number, nature and syllabuses of the subjects required for the various Leaving Certificates were considerable. Further,

some Leaving Certificate bodies granted certificates for qualification in subjects which did not comprise those of which a knowledge was considered essential for Army candidates. It therefore became necessary to lay down the subjects required for a Leaving Certificate which could be accepted as a qualification for the Army.

At the same time, as there were a certain number of boys at schools which were not under inspection, and many others privately educated, it was found necessary to introduce an Army Qualifying Examination.

The latter soon came to be regarded as the easiest test, and Public Schools entered their candidates for it in preference to the Leaving Certificate Examinations, the teachers presumably being helpless to prevent their pupils choosing the line of least resistance. To meet this, a reduction in the standard of the Leaving Certificate was made, and this, together with the special requirements of the War Office as to the subjects of examination, brought into being a new form of certificate comprising the subjects required of Army candidates, and which became known as the "Leaving Certificate for Army purposes." Unfortunately, it got the reputation of being a debased form of Leaving Certificate, and led to the conclusion that the standard for the Army was lower than that for other professions. Its main object, however, was to provide a certificate which included the subjects necessary for Army candidates, and, though perhaps it might be a little more lenient in some subjects, it was not fair to regard it as really debased.

The present Position as regards Army Entrance Examinations.

Candidates for the Army had normally to pass two examinations—one qualifying, the other competitive. The former might be either the Army Qualifying Examination or the Army Leaving Certificate Examination.

The Qualifying Examination was conducted by the Army Qualifying Board, which was composed of representatives of the various bodies who granted Leaving Certificates. These persons served on the Board without any remuneration, and helped to maintain the standard of the examination on an equality with that of the Leaving Certificate Examinations.

Army Leaving Certificates were granted by the Scotch Education Department, the Central Welsh Board, the Universities of London and Birmingham, and bodies affiliated to the Universities of Oxford and Cambridge. All these authorities had loyally co-operated with the War Office in adapting their examinations as far as possible to meet the Department's requirements, and in sending representatives to serve on the Army Qualifying Board. The great advantage of the Leaving Certificate over the Qualifying Examination was that it gave a guarantee of three years' attendance at an approved school. The

War Office greatly valued this feature of the Leaving Certificate. Only about one-third of the candidates, however, entered by means of Leaving Certificates, the majority taking the Qualifying Examination.

The competitive examination was conducted by the Civil Service Commissioners.

The Difficulty of the present System, and Proposals for its Modification.

From what had been said it would be seen that the main difficulties with which the War Office had had to contend in connection with the preliminary test of Army candidates were very largely due to the want of uniformity in English educational methods. The question of examinations in this country was very complicated even to experts, and it was very difficult for a non-educational body to be dealing with all these different bodies and various standards. And in spite of all the trouble which the Leaving Certificates entailed only about one-third of the candidates entered by means of them, though the number certainly showed signs now of increasing.

A proposal (which, however, had not yet been accepted*) was at present before the Army Council to substitute for the existing system a single examination which should be both qualifying and competitive, and to abolish both Leaving Certificates for Army purposes and the Army Qualifying Examination. This would mean that each candidate would have to sit for only one examination, at which he would have to qualify and would also be in competition with other candidates, and would thus save parents a great deal of trouble and expense. It would, however, entail the loss of the much-valued guarantee of three years' attendance at an approved school, which was a *sine qua non* for the grant of the Leaving Certificate.

If all schools were inspected and every boy took a recognised Leaving Certificate, the War Office would gladly dispense with its own qualifying examination altogether and hold only a competitive one; but, in view of the difficulties of the present complicated system and of the need for making entrance to the Army as simple as possible, it was felt that it might be necessary for the War Office to take the whole of the examining of Army candidates into its own hands. Nothing the War Office did, however, would be of such a nature that it could not be altered again when the examination system of the country had been put on a universal basis.

The War Office would welcome any improvement in the examination system and would never put anything in the way of its reform. They earnestly desired to see the inspection of schools made much more universal, believing that it was only by inspection that education could be improved.

The witness would be in favour of a system of selection of candidates for the Army by means of personal interviews as was

* Since adopted.

done in the Navy.* He believed that, by such a plan, it would be possible to tap a new supply of candidates from a class that would never pass examinations. At present there was no interview before entrance except for medical purposes; but during their course at Sandhurst or Woolwich, the cadets were carefully tested and weeded out.

He was very anxious also to see a scheme of nomination for the Army on the recommendation of headmasters of recognised schools.* He thought it would be possible in this way to secure every year 40 or 50 candidates of capacity. For these there should be no examination at all. An examination would only weaken the responsibility of the headmaster, who would be required to recommend for nomination the very pick of his school. A plan of this kind would not entirely supersede the examination, but would supplement it. The witness would not wish to get the bulk of the candidates in this way; but there was a class of boy who would never pass the examination and who would yet make remarkably useful officers. For such cases a system of nomination would be very desirable. The question of adopting a scheme on these lines was now being considered by the Army Council; but there were certain considerations that might prevent its adoption.

The Influence of Army Entrance Requirements on the Public Schools.

The acceptance of Leaving Certificates by the War Office had done good service for the Public Schools in putting pressure upon them to submit themselves to inspection and to include in their curricula subjects they had hitherto refused to have. It had certainly influenced these schools considerably. The War Office wanted their candidates to be well educated in English, to have a good colloquial knowledge of at least one foreign language, and to have had a sound mathematical training. The classical boy, however, was not excluded. The English of the Public Schools had been improved immensely; it was still far below the standard it ought to reach; but there had been a decided advance in the boys' facility in expressing themselves. Of course, in attempting to raise the standard, the War Office were met with the difficulty of supply and demand, and they were also desirous of not excluding those best fitted to become leaders of men.

The Intellectual Standard of Candidates for Army Entrance.

The witness was not satisfied with the intellectual quality of the large proportion of those entering the Army. A high

* Since adopted.

intellectual standard was not so needful as material that could be trained to become leaders of men; but the young officers ought to be sufficiently well educated in their youth to be able to continue the development of their minds afterwards. As the matter stood now, however, many officers at about the age of 30 began to find the need for the education they should have had at school. The men themselves were satisfactory enough; but the Public School did not fulfil its part. It was only by the introduction in many schools of special Army classes that the schools had succeeded in producing boys who could comply with the requirements for Army entrance. And an Army class should not be necessary in any school, because the War Office did not ask anything that a gentleman should not know. But in the Army classes the boys were made to work. Accordingly they did their work more effectively there than they would elsewhere; in English particularly they had to work, the Army examination being strict in that subject. The ordinary Public School boy had no knowledge of English at all, and the teaching of French and German was no better than that of English. What the Public Schools taught best was of course Classics. Recently, it must be admitted, there had been signs of improvement in some of the Public Schools.

The Supply of Officers for the Army.

As regards the question of supply and demand, taking the quinquennial period immediately preceding the South African War (1895–9), and comparing it with the last quinquennial period (1905–9) the amount of raw material anxious to enter the Army was only slightly less in the latter period than in the former. But the demand for officers had increased 20 per cent. in the same time, the total establishment being now roughly 11,000, as against 9,000 in the earlier period. The supply had not gone down to any appreciable extent, considering the increased competition provided by other professions; but the demand was much greater, and it was this that made the position serious, and made the question of finding the best means of tapping the supply to the fullest possible extent of such great importance.

The War Office had a difficult task to perform in reconciling the variation in the demand for officers and the supply of qualified candidates with the maintenance of the standard of education which they considered to be necessary.

Sir JOHN STRUTHERS, K.C.B., Permanent Secretary of the Scotch Education Department.

(*Evidence given March 10th*, 1910.)

THE EVOLUTION OF THE SCOTTISH SYSTEM OF EXAMINATIONS IN SECONDARY SCHOOLS.

In 1878 an Act was passed empowering the Scotch Education Department to inspect Secondary Schools on application by the managers. Previously the Department had inspected only Primary Schools. This Act of 1878 made it explicit that the Department was the proper authority for the inspection of Secondary Schools; but the arrangement was a voluntary one, and came into operation quite gradually.

It should be explained that there were at that time in Scotland two classes of Secondary Schools, namely, higher class public schools under School Boards, and a fair number of endowed schools under private trusts, such as the Edinburgh Merchant Company's Schools. Until 1878 all Secondary Schools in Scotland were debarred by Act of Parliament from receiving grants. The School Boards were under obligation to maintain the fabric of their own schools; but that was the limit of School Board expenditure on Secondary Schools. The Act of 1878, however, gave the Department power to sanction further expenditure by School Boards, the latter being required to submit proposed expenditure for the Department's sanction. The Department had done their best to encourage the Boards to spend rather freely.

As to the methods adopted by the Department in their inspections undertaken as a result of the Act of 1878, it was soon found that an inspector was not in a position to estimate efficiently the work of a school without having before him some concrete evidence of that work. It was not then the custom for schools to keep a record of their work, and the inspectors therefore had to set papers of their own. They found that in order to get a proper idea of the work of the school they must set papers on the work professed. This occupied time and called for additional help; besides which the diversity of standard of the papers set was very great, as was also the judgment and tact of the men who set them. It therefore became necessary that some sort of general examination should be instituted. The Department consulted with the Universities, who already had examinations of their own corresponding to the Local Examinations of Oxford and Cambridge. There were also certain private examining bodies. All these examining bodies had diverse requirements and specified particular books. The Department, therefore, appealed to the Universities with a view to arriving at some understanding as to a common examination, and in the course of the ensuing negotiations received some very active and useful support from many of the University

professors, who realised the evils of the existing system. It was, in fact, one well-known professor who was mainly instrumental in giving form to the system of leaving certificates that was ultimately evolved.

In 1888 the system of leaving certificate examinations was got under weigh in Secondary Schools all over the country. The examinations were confined at first to a few subjects, namely, English, Mathematics, Languages, and Arithmetic, subjects such as Science and Drawing being added very much later. For a number of years the examinations proceeded on this basis. There were three grades of examination—Lower, Higher, and Honours—with papers of different standards corresponding to these grades. The result of the examination depended absolutely on the written papers. The papers were set and examined, and a percentage obtained upon which the pass standard was based.

One distinct improvement had been effected in the examinations as they existed at starting. In such subjects as languages, the Department, after much consideration, decided to discontinue the practice of prescribing set books, and to make the paper of such a character as to test whether the pupil had a good working knowledge of the language and was able to tackle a moderate passage at sight. This applied to English as well as to ancient and modern foreign languages. One objection to this system was that it perhaps encouraged some teachers to prepare their pupils for examinations by the reading of books of extracts; but with the aid of their inspectors the Department were able to check that tendency, and it was, as a matter of fact, improbable that the plan influenced the work of the schools detrimentally by taking pupils away from the standard works.

In 1900 another distinct step forward was taken. The Department came to the conclusion that it was not enough simply to examine the pupils individually. What they really wanted to know was, in the first place, what the pupils were doing collectively, and, secondly, as regards the individual, whether he was benefiting by the school curriculum *as a whole*. They instituted, therefore, a system of group certificates, beginning with a group Leaving Certificate, which was given to a pupil on leaving school on the completion of an approved curriculum extending over so many years.

It should not be understood from this that until the institution of this examination no attention at all was paid to the curriculum as a whole. On the contrary, it had been the practice to give instructions to the inspectors to visit the schools in order to inquire into any abnormalities that the results of the written examinations might appear to indicate. By this means it had been possible to prevent such practices as the teaching of a subject for only a short time until it had served its purpose in the examination. By the combination of

written examination and the systematic inspection of schools, the Department had been able to keep a fairly complete watch on the schools, and by keeping the inspectors informed as to the written examinations, and using the latter as a means of directing attention to weak points, a close connection between examination and inspection had been gradually growing up.

A noteworthy feature of the new examination was that while the written examinations still bulked largely, the reports of inspectors were also taken into consideration, as were also, indirectly, the opinions of the teachers.

In 1902 a further step was taken by the establishment of a lower group Leaving Certificate, called the "Intermediate Certificate." Previously a Leaving Certificate could not be obtained until 17, and the average age of obtaining it was 18. A number of pupils, however, left school at about 15 or 16 with a fairly good secondary education up to a point, and there was rather a demand that these pupils should be given some indication that they had not merely passed in this or that subject, but had reached a certain stage in a secondary course. The Department considered this contention, and accepted it—partly for another reason. They found that unless they instituted a fairly uniform curriculum from 12 to 15, they could not give that scope for differentiation in the *post*-intermediate curriculum that was otherwise possible. But with a uniform curriculum up to 15 or 16 it was felt that a pupil, having had a good all-round secondary education, might then specialise on that particular line of study for which he had shown ability or taste.

General Statement of the present Position.

The present position was that the Department demanded at the age of 15–16, in their Intermediate Examination, an examination based on the whole curriculum, for the purpose of satisfying themselves of the pupil's general education before allowing him to go on to specialised study, and also in order to provide opportunity up to the age of 15 or 16 for the display of any special ability or taste for a particular branch of work. Under the old system, where a pupil from the age of 12 onwards had the choice of three or four different curricula, there was no opportunity of finding out whether he had any special taste or ability for any of the subjects omitted from the course he had chosen.

Above the Intermediate stage was a further period of study of a more specialised character leading up to the Leaving Certificate proper. The elaboration of suitable courses for this advanced stage was now proceeding. (*See* later section of this summary, p. 588.) Although the courses taken varied, however, only one Leaving Certificate was given. The course having been accepted as sufficient, the Leaving Certificate was given irrespective of the subjects. But on the certificate were

endorsed those subjects in which the pupil reached the higher grade standard.

No other examinations than these two—the Intermediate and the Leaving Certificate Examination—were allowed to be taken in the schools. The Department had even prohibited Secondary Schools from taking the science and art examinations on penalty of losing their grants.

As to the number of schools, there were about 135 full Secondary Schools, including about 62 of the old Higher Class Schools and 73 Primary Schools which had developed a full secondary curriculum. There were also about 106 schools with a curriculum up to the stage of the Intermediate Certificate only. These latter schools did not as a rule retain pupils beyond the intermediate stage; they were not forbidden, but were not encouraged to do so. There was no restriction as to the age until which a pupil might stay at such a school, except that grants were not payable under the Code for any pupil over 18; but there was no reason why a pupil should not stay without grant.

The secondary departments developed at the top of the Primary Schools must not be confused with the Supplementary Courses. These were quite distinct, and were designed to meet the case of the pupil who at the age of 12 or 13 had completed a full elementary education and had a year or two still to spend at school, but was not going to the Secondary School or the University. Such pupils were given in the supplementary courses the work which was considered best suited to their future employment. The ideal was that a pupil should be able to stay at the Primary School and have progressive work throughout without marking time.

There were a good many private schools in Scotland. These were admitted to the Department's examinations, and practically all took them. Very few schools, in fact, that were entitled to be called secondary did not take these examinations. They were treated exactly in the same way as the public schools in this respect. If they took the examinations the Department insisted on inspecting them. No school was permitted to send in candidates for examination without submitting to inspection.

General Character and Standard of the Examinations.

The Intermediate Certificate was not given to a pupil until he actually left the school. It was a *Leaving* Certificate, and the pupil therefore did not want it until he left. If there was any chance of him staying on at school it was better that he should wait and get the Leaving Certificate proper, towards which the Intermediate Certificate counted. The giving of a *Certificate* was a mere accident, as it were; but the Intermediate *Examination* (quâ examination) was undoubtedly necessary. The other boy, who left at 15 or 16, took the Intermediate Certificate away with him, and it was accepted by many bodies

as excusing from their own preliminary examinations. The certificate, therefore, had a very real value to the boy for many purposes of further education. It was believed that among the large firms of employers the Intermediate Certificate had a well-recognised value already, though it was probably none too well known yet, dating back, as it did, only to 1906. Still, it was probable that even now it would make a difference to a boy's chance of getting a job.

The Intermediate Examination could not be taken under the age of 15, but there was no upper limit of age. There were cases of pupils taking the examination year after year until successful.

The Intermediate Certificate was given at the end of a three-years' course. The candidate must have been three years following a course recognised by the Department; and unless this condition was fulfilled the certificate would not be given. The three years might be spent in more than one school, so long as the schools were recognised or were known to be satisfactory. It was an essential feature of both this and the Leaving Certificate that they were not given on the results of an examination alone, but also on a period of work following an approved curriculum.

It was possible for pupils to go direct to the University on passing the Intermediate Examination if they were going into the medical faculty, in which the standard of attainment demanded was lower than in the other faculties. But such pupils would be considerably over the minimum age for the award of the Certificate, and in many cases, though they had obtained the Intermediate Certificate on leaving school, their entrance on the medical course would be delayed for a year or two. Generally speaking, the Leaving Certificate was the equivalent for the University Preliminary in arts and science; but the Intermediate Certificate was accepted in medicine.

All the pupils, whether they intended to stay on at school or not, were put through the Intermediate Examination. This was done for the important reason that if a boy was staying at school beyond the Intermediate stage, it was necessary before allowing him to specialise to make quite sure that he had received a good, sound, all-round education up to that point.

The Department's examinations were "pass" examinations only; and a boy in one school was never pitted against a boy in another school, as happened where the results of examinations covering a wide area were issued in order of merit form. There had been at one time an Honours standard; but that was discontinued because it was found to be leading to unsound work. There was, however, a great deal to be said for the award of Distinctions, and the Department were seriously considering whether they should allow Distinctions in some leading subjects, *i.e.*, those which the pupil made the leading subjects of his course.

The standard of the Intermediate Certificate was not excessively high. It ought to be attainable by any average pupil of 15 or 16 who gave reasonable attention to his work. But it was far from being the case that a boy got it as a matter of course. Perhaps something like 50 or 60 per cent. of the pupils presented secured it. The percentage who obtained the higher Certificate was much smaller. A boy who failed to get the certificate, but passed in some subjects, would be exempt from the University Preliminary Examinations in those subjects.

In comparing the Intermediate and Leaving Certificate Examinations of the Department with such an examination as, *e.g.*, the London Matriculation Examination, one had to take account of the fact that in the former there were no prescribed books in any subject, nor any close definition of the parts of the subject on which questions might be set. But on a general consideration of the matter the opinion might be hazarded that the standard of attainment represented by the Leaving Certificate was distinctly above, and that of the Intermediate Certificate slightly below, the London Matriculation standard.

The standard of examination was the same for girls as for boys. As to the standard attained by boys and girls respectively, that depended on the subjects to some extent. In some subjects the standard of the girls was distinctly higher than that of the boys—in Languages and History for example; perhaps not in Latin, because fewer girls went in for that. On the other hand, it was pretty clear that girls had greater difficulty than boys in reaching the required standard in Mathematics, for there was a pretty general request from schools that in laying down the requirements regard should be had to the difficulty girls had in passing in Mathematics. It was impossible to say definitely, but in all probability the girls did as well on the average as the boys. Nor was there reason to suppose that the girls did not compare favourably with the boys in the matter of the age at which the examinations were taken. The difference in age was rather a difference as between town and country. The great majority of the schools in Scotland were mixed schools. There were some separate girls' schools; but these were almost entirely confined to the large towns. It was generally too expensive to have separate schools.

Curricula of the Schools and Subjects of Examination.

The curriculum demanded for the Intermediate Certificate represented three years of a course embracing instruction in English, at least one other language, Mathematics, Science, and Drawing. The pupil must have had continuous instruction in these subjects for three years, and was examined in them.

The subject of "English" might now be said to consist only of English Language and Literature. More and more stress was laid on knowledge of books as against knowledge

of words and proficiency in grammar, and on the importance of bringing pupils under the influence of good English literature.

Originally English was supposed also to include History and Geography, but the present opinion was that both these were sufficiently important to be classed as separate subjects (even in the lower stage) and to be examined separately. Accordingly, in future, there were to be separate papers in Geography and History; but every candidate would still be bound to take both these subjects in the Intermediate stage, a sufficient *discipline*—as distinguished from actual attainment—in those subjects being, in the view of the Department a necessary factor in any general education which was to form a basis for subsequent specialisation. In the higher stage, where opportunity was given for specialisation, the distinction became still more marked, and a very high degree of attainment would be demanded for the higher pass in History.

The Department strongly deprecated, though they did not actually forbid, the taking of two languages other than English in the Intermediate Examination. This examination, it should be remembered, was taken normally at the age of only 15–16, and the Department considered that while for a boy to take two languages before leaving the Secondary School was perfectly reasonable, yet to bring them up to an examinable standard at the intermediate stage was not only inconsistent with due regard to the other subjects and to the time available, but was likely to cause over-pressure. The whole tradition of the schools, however, was to consider the teaching of languages as their "be-all and end-all." The idea of not teaching Latin was almost inconceivable, and in most schools there was a great desire to teach French as well as Latin. The tendency of this Latin-French combination was to kill out all study of other languages, and for some time back the Department had been using their influence to correct the predominance of this particular combination and to encourage other combinations which, in its opinion, were educationally sounder. Emphasis was laid, *e.g.*, on the combination of either (*a*) Latin and Greek, or (*b*) French and German, with an elementary study of Latin. The elementary study of Latin was regarded as the corollary of almost any language course. But the advanced study of the language was an absolute mistake unless accompanied by Greek. The schools were beginning to appreciate this, and the result, it was hoped, would be an upward tendency of Greek. The Latin-French combination was due to the influence of the University Bursary Examination, where this combination fitted in and "paid" well; many pupils, who would have taken French and German, found it necessary to take Latin for the University Examination, and consequently took French with it.

Science started with Physics and passed on, as a rule, to Chemistry. In the ordinary school the regulations required,

during the whole three years, three hours a week of actual laboratory work done by the pupil himself under the teacher's guidance. As a general rule the work was mainly Physics, winding up in the third year with an introduction to Chemistry. But there was no rigid programme, each school proposing its own for the approval of the Department, and the programmes received showed considerable variations. Many schools attached considerable value to natural science, substituting it for a good deal of the Physics' instruction. The Department, however, rather urged that for a proper study of natural science some little understanding of Chemistry was almost essential, and the schools, on the whole, agreed, and introduced into the Natural Science teaching a certain amount of Chemistry with the special purpose of meeting this objection.

For the Intermediate Certificate, while the pupils were *examined* in all the subjects of the curriculum, it was not considered indispensable that they should *pass* in each subject. The result was viewed as a whole and in conjunction with the pupil's record. The Department had, indeed, on good reasons being shown, given certificates where a pass had been obtained in only one subject. Again, the illness of candidates for the certificates was always taken into account. The Intermediate Certificate had been awarded in several cases in which the pupil had not put pen to paper in the written examination. But even if the candidate actually presented himself for examination and failed, and it was afterwards explained that he had been handicapped by illness, that fact would still be taken into consideration.

The object of the intermediate curriculum was not so much to secure an accurate standard of attainments as to ensure a sufficient discipline in a subject. For instance, in Mathematics, it was said to be really a very hard task to bring certain girls, and some boys, up to even a fairly low level of attainment. The Department therefore insisted, not so much upon definite attainment in this subject as upon conscientious instruction in it during the three years. The same kind of consideration applied to science. Again, every pupil in the intermediate course was bound to take History and Geography; but a pass in these subjects was not regarded as essential if there was evidence of sufficient discipline in them, and the attainments of the candidates in other leading subjects of the course were satisfactory.

In the post-intermediate course something more than discipline was expected. A standard of accurate attainment was required—and high attainment in the particular subjects chosen as the central subjects of the special course. In all the courses it was essential that English should be taken up to the higher grade standard.

In the further development of post-intermediate courses the Department wished to encourage a certain amount of specialisa-

tion, and they had now before them the question of the conditions on which such special courses might be considered for the award of the Leaving Certificate. To take a type of course likely to be commonly proposed in Secondary Schools, viz., the classical one. In this course a condition of recognition would be that English, Latin, and Greek should be taken to the higher grade standard. In addition Mathematics might be expected to be brought up to at least the intermediate standard, and if that had not been done in the intermediate stage the subject should be continued as a subject of study till the end of the curriculum, but an absolute pass would not be insisted upon even at the later stage. Then in all probability there would be two other subjects, according to circumstances. History as a rule should be one. The Department were inclined to think that History (not necessarily with a definite pass) should, like English, be a necessary element of all courses, the idea being to get these two subjects together as a humanising element. In the teaching of History, the whole tendency at present was to lay stress on general historical development, and not on a minute knowledge of the history of our own country.

In a typical course having as its distinctive subjects Mathematics and Science, both these subjects would have to be taken to the higher grade stage, as also would English. Probably a study of History would be insisted upon throughout the course, without requiring that the student should necessarily be presented for examination. There would also certainly have to be one language brought to the higher stage.

The whole question of courses, however, was at present under consideration (*see* later section of this Summary, p. 588) and to a certain extent it was difficult to distinguish between what was being done now and what it was hoped to do in the future. As regards the study of languages in such a course as the Mathematics-Science course, this idea was beginning to find favour: namely, that what was of value was not so much a pass in the higher grade in Latin or French, as the case might be, because that implied ability to write prose (a long study), but such a knowledge of both French and German as would enable the pupil to read without too much difficulty any ordinary book. This meant that there would be a purely utilitarian study of languages as an appendix to a course of the kind in question, always remembering that language had already been taken as a disciplinary study in the lower course, one language at least having been studied in the regular scholastic way for the purpose of discipline. It was felt perfectly right and proper that pupils who had gone through this discipline should then be allowed to take up the study of one or two languages from the purely utilitarian point of view; and it could readily be understood what a useful knowledge of several languages a schoolboy might obtain in this way by the age of 18.

Specialisation was practically confined to the large schools, because variety of curriculum involved a larger staff. In the small schools where no specialisation took place the work in the higher stage was more or less a continuation of the general curriculum of the Intermediate Course. It would include English (necessarily), one language (necessarily), History and Geography, Mathematics, Science, and Drawing. But the pupils, having had three years' discipline in Science, and experience in Drawing, would be allowed to drop these subjects and take up others in their places. It was interesting to notice that the tendency was for the boys in these smaller schools to stay till a rather later age: they took their education more slowly.

Physical exercises were a necessary part of the curriculum of all Secondary Schools; but it had not been proposed at any time to make an entry on the certificate that the pupil had reached a certain standard in this department. The Examiners' report upon the school would, however, contain a note upon this if called for by any special circumstances.

The question of including manual instruction in the certificates was under consideration. The subject was actually taken in many schools. Up to the present no entry had ever been made on the certificates in regard to it, but it was extremely probable that it would be mentioned in future.

No domestic instruction was given in the intermediate stage beyond the continued practice of Needlework that the girls had done before entering the intermediate course. In the Primary Schools Needlework was absolutely compulsory, and in the Supplementary Course very thorough instruction in Housekeeping was given.

Method of conducting the Examinations.

The Intermediate Examination was conducted partly by written papers in subjects like Languages, and partly by other means in Science and Drawing.

The examination in Science and Drawing was instituted about 1900 and led to an important departure. The Department came to the conclusion that an examination in Science parallel to that in Mathematics by means of one general written paper would lead to unsatisfactory teaching, and they felt bound therefore to dispense with anything in the nature of a written examination in this subject. So they had adopted the practice of appointing an Examining Commission, which went annually to each school, saw the pupils at work, discussed the merits of the work with the masters, and set trial tests in the laboratory in order to evaluate the teachers' judgment. On the final results they based their recommendations as to pass or fail in Science.

There was no great variety of papers. As far as Science and Drawing were concerned, the whole work of examining was done in the laboratory. In Mathematics the paper was general

because there was found to be no difficulty in framing a general paper which should cover any sensible teaching. In languages there were no set books to provide obstacles to a general paper, and the same applied to English. The setting of general papers in History without reference to the special periods taken in the schools was found to be quite satisfactory. The Department knew beforehand in a general way what periods were being done in the schools, and the questions were set so as to give a choice to the candidates. There was one section of the paper compulsory; but beyond that the candidate had a choice.

The examination in Science and Drawing was the first occasion in which the opinions of the teachers were given a definite value. In these two subjects the Department were really giving their certificates on the opinions of the teachers, controlled only in a general way by the judgment of the inspectors, long before they began to think of such a system as possible in other subjects.

The method of giving weight to the teachers' opinions was as follows:—

Formerly there used to be a written examination each year, generally towards the end of the session. When, however, the Department began to consider this question of correlating the teachers' opinions with the marks obtained in the actual examination it was seen to be necessary to have the examination a good deal earlier, and it was proposed that the written examination should be held just before Easter. This proposal aroused a considerable outcry, one of the chief arguments brought against the change being that if the examination took place at Easter there would follow a period of slackness until the end of the year. It must, however, be remembered that the pupils had been under instruction for several years and there was no necessity for regarding this period between Easter and the end of the session as a waste period. There was no reason why a start should not be made with the work of the next session. At any rate all the feeling that existed at the time of the change had now died down.

As to the actual procedure for determining the award of the certificate the following was an outline of the course adopted, though it had to be observed that the practice was of recent institution and was not yet fully carried out in every department of the examination.

Immediately before the examination the teachers sent up a list of pupils presented for examination in each subject, arranged approximately in order of merit with a percentage of marks to a standard of 100. The papers themselves were worked before Easter, and passed as soon as possible into the hands of a large staff of revisers to whom general directions were given. They were afterwards considered by the Chief Examiner, and ultimately the actual written examination marks were settled, and entered on the list, side by side with the teachers' estimate.

The inspectors then went down to each school with the combined result in their hands. In the great majority of cases there was found to be a satisfactory parallel between the two marks; but every now and again a pupil reported good by his teacher was found to be very low down in the examination, *i.e.*, below the pass mark. The inspector was instructed to make inquiry into such cases, to discuss the question with the teacher, and, if he thought it desirable or necessary, to hold some sort of oral examination. But the general pre-supposition was that if the teacher's estimate of his pupils, as a whole, corresponded reasonably well with the examination result, the boy was to be taken on the teacher's judgment rather than on the written examination. It also quite frequently happened that a pupil marked low by his teacher came out high in the examination. He was probably a boy with a special reserve of power, and he was given the advantage in this case also: he was allowed the benefit of his better mark.*

The whole of this process was concluded, of course, before any public announcement of the results of the examination was made.

Not all the candidates were interviewed by the inspectors, but, as a rule, only those as to whom some doubt existed. There would be great practical difficulties in the way of interviewing every candidate, though it could be done if necessary. There was one important point bearing upon this question. For the Intermediate Examination there was a very large number of candidates; but the number was considerably smaller in the case of the Leaving Certificate Examination. Of the two examinations the latter was, of course, by far the more important. The Intermediate being scarcely more than a test whether the pupil was in a state of preparedness for the further course, the Department did not need to be so exigent in the case of this examination. They had the teacher's mark and the examination mark, and in the great majority of cases could determine the result without the interview by the inspector. But the inspectors could always see the individual school records of the candidates, which gave ample evidence of the boy's work from day to day. On the whole it had been found that the teacher's judgment was right, and that a pupil's low position in the examination list when reported on well by the teacher was mainly accidental. An occasional reference to the inspector was necessary of course, but substantially the decision was based on the examination results and the teacher's statement. In the Leaving Certificate, on the other hand, the actual investigation on the spot was of importance.

The type of man becoming a teacher in the Secondary Schools in Scotland was rapidly improving, and the whole tendency was

* Further experience has led the Department to abide by the teacher's judgment in such cases also (as a rule) as against the written examination result.

to place more and more trust in the teachers. The salaries were not only being kept up, but had actually been increased by the Department offering more liberal grants on condition of improved staffing.

A Commission consisting of two or three inspectors went annually, as the normal thing, to each school. These inspectors did not necessarily all go at one and the same time. There were three inspection divisions in Scotland, and each of them had a Commission of seven or eight men acting under the directions of the Chief Inspector. These men visited and examined the schools allotted to them, their visits being either before or after Easter and irrespective of the date of the examination. The oral work in languages, however, was invariably taken after Easter and after the results of the written examination were known.

On the Commission were specialists in each of the subjects to be examined, and each of them went into the whole question of the instruction in his or her own subject and also discussed with the teacher the individual results. This latter duty was relatively of only minor importance in the inspector's visit. Then each of these specialists communicated his results to a person, denominated the "reporter" of the Commission, charged with the duty of going through the reports and evolving out of them a general report on the year's work of the school.

The visits were not such as to cause an interruption in the work of the school. As a rule only one inspector went at a time and inspected only one subject, and instructions were given that, as far as possible, inspectors were to call for no alteration in the time table. There had been no complaints from the schools of interruption in the work due to the inspections, but there had been occasional complaints of the multiplicity of the inspectors. It was, however, no use sending a man of general education to a Secondary School to examine the advanced work of all the various subjects. At the same time it was necessary to have someone with general knowledge of the schools to pass judgment on the specialists' reports and keep them in line with general education.

It would not be quite correct to say that this system of combined inspection and examination involved the inspection of all the schools in the country within the short space of a few months. There must be some visit to each school during this period; but a group of inspectors, having visited a school for a year or two and become acquainted with its conditions, would go to that school in the autumn for the purpose of making their investigation into the questions arising out of previous examination results.

The number of inspectors was 36. There was no separate staff of Secondary School inspectors. All were Primary School inspectors, but they were all appointed because of special attainments in some particular branch, and they were supplemented by the temporary employment of University professors and others.

Lines of future Progress.

The Department had just held a whole series of conferences with two bodies on the question of what future changes were desirable in the examination system.

At present the Department were elaborating with the help of the teachers suitable post-intermediate curricula of a more or less specialised character. For instance, one would have as its main subject Science and Mathematics, another English, and there was now proceeding a discussion as to the possibility of a curriculum specially suited to girls, comprising Domestic Science, Music, and so on.

This was all under discussion at present, and along with it was being discussed the question of how to take the teachers' opinions still further into consideration in awarding the Leaving Certificates. The goal towards which the Department were aiming was a Leaving Certificate given on the combined authority of the teachers and the recognition of the school. An examination would still be continued, but for the purpose of control, as a means of appreciating points in the work of the school, and to a certain extent (because of the variety in the size and position of the schools) with a view to determining how far it was safe to depend on the judgment of the teachers.

Under these circumstances the individual pass or fail would be determined, not by the written examination, but by the teachers' opinion, provided the result of the examination as a whole showed that the teachers' opinion was one that could reasonably be accepted. That is to say, subject to the Department's general duty to the public to secure that the school was up to the requisite standard, the teachers' opinion would be the determining factor in the pass or fail of the individual pupil.

The Influence of the Universities on the Examinations and the Schools.

The Leaving Certificate Examination system was started in 1888 with the concurrence of the Universities, and the local examinations of the Universities disappeared gradually during the ensuing four or five years, until, with the single exception of the L.L.A. of St. Andrews, they were now non-existent. In 1889 an Executive Commission was appointed to draw up Ordinances common to all Scotch Universities. In these the Commissioners inserted a clause requiring that the University Preliminary Examination in specified subjects should be of the standard of the Department's Leaving Certificate Examinations in those subjects, and another clause to the effect that a pass in the Department's examinations must be accepted by the Joint Examining Board of the four Universities if satisfied that it was up to the standard of the University Preliminary. At that time it should be noted it was purely a question of subjects both for the Universities and for the Department;

group certificates had not come into existence. As a matter of fact the Universities had never taken any steps to find out the standard of the Department's examination. Evidently they had not thought it necessary, and, as a matter of fact, it was generally accepted (the papers being published every year) that the standard of the Department's examination was distinctly higher than that of the University Preliminary.

The University Preliminary Examinations were instituted in 1890. Before that time any person could go to the University and enter his name as a matriculated student on payment of a fee. If he worked hard he was able to get a degree in four years. Now, however, though a boy could become a member of the University and attend classes without having passed an examination, he could not count his attendances towards the degree until he had passed the Preliminary Examination or its equivalent.

The Leaving Certificate Examinations having been started in 1888, and the University Preliminary Examinations in 1890, there were, from the first, two systems running side by side. But as the Department's system developed (with its examination at the school and on the school curriculum) the number of candidates entering the Universities by means of the Leaving Certificate naturally increased, while the number entering on the Universities' own examinations declined, until now the great bulk of the students passed in by means of the Leaving Certificate. Those Scottish students who did not enter in that way were generally those who had failed to get a Leaving Certificate and made a second attempt by means of the University Examination. But the University Preliminary had still an important function in setting the standard of attainments for candidates from India, the Colonies, &c.

The demands of the Universities very considerably affected the Leaving Certificates and affected still more the curricula of the schools.

The mere giving of certificates was affected in the following way:—Given a perfectly free hand the Department would in endorsing the certificate with a statement of the candidate's achievements take into account the teacher's opinion; but inasmuch as these endorsements were accepted as evidence of having reached the standard for the Preliminary Examination of the Universities, the Department were bound to enter at present the result of the written examination only. In giving the certificate the teacher's opinion was taken into account; but the endorsement upon it of passes was restricted to passes in the actual written examination, because otherwise the Universities might refuse to accept them.

Interchange of opinion was proceeding, and it was hoped ultimately to arrive at an understanding by which the Leaving Certificates would be accepted as the satisfactory completion of a Secondary School course and as conferring *ipso facto*

the right of admission to a University. This would be a reversal of the previous practice. Hitherto the Universities had set the standard for the schools; but now it was hoped that the schools would determine for themselves the proper lines of education for a pupil up to 18, and that the Universities would then accept him as a well-educated person and admit him to the University, trusting to his own common sense in the selection of his subjects. In short, the future development of the education system should be from the school, and not down from the University. This view was now held by many University people, and was rapidly growing.

Up till now the University Preliminary Examination had unquestionably had an important effect—for good or ill—on the curricula of the schools. For example, the advanced study of Latin was absolutely necessary (*i.e.*, Latin to the higher grade, including the writing of Latin prose and other advanced work) for passing the University Preliminary in Arts. On the other hand, in the Science Preliminary, a student matriculated with a knowledge of Mathematics and three languages, but no knowledge of Science. Science did not count, and it was only three years ago that the Universities were induced to accept under certain conditions the Department's certificate in science as an alternative for one of the required subjects. The study of modern languages had also, it was contended, been much retarded by the requirements for the Preliminary.

In various ways the prescription of subjects for the Preliminary had influenced, not quite favourably, the curricula of Secondary Schools in Scotland, and it had circumscribed the freedom of the schools and of the teachers in the working out of suitable curricula. And it was important to remember that this influence affected not only those students who were going on to the University; but that even when there were only three or four students in the school going to the University the whole curriculum of the school was so arranged as to lead up to the University Preliminary Examination. It was even stronger than that, for even in the Primary Schools (which were not, it should be remarked, rigidly separated from the Secondary Schools) the kind of education given to a boy was apt to be very largely influenced by consideration of the University Preliminary. In this connection it should be stated that the Leaving Certificate Examination was open to the pupils of Primary Schools as well as Secondary Schools, and a year's work in the Primary School might be accepted as counting towards the three years' course required for the Intermediate Certificate.

It should be added that in the last three years the Universities had been considering proposals for a revision of the Arts Course, giving much greater freedom of choice in lines of study, and were further proposing to amend the Preliminary Examination requirements.

Entrance to Training Colleges.

The Intermediate Certificate did not admit to the Scotch Training Colleges. Practically, the standard for admission was that of the Leaving Certificate. The present was a transition period in this matter, and the Junior Students' Certificate (which admitted to the Training Colleges) was only approximately of the same standard as the Leaving Certificate. It was hoped that the two would be made to correspond exactly, and that no student would be admitted to a Training College who had not had a complete secondary education. The Junior Students' Certificate was simply a variety of the Leaving Certificate; it was not given on a separate examination. No special arrangements were made for the junior students, except that in addition to the ordinary school work they must give a certain amount of time to practical teaching.

Bursaries and Scholarships.

The County Committees for secondary education had large sums at their disposal for the award of bursaries. The money came out of the Education Fund—a fund for general education purposes in respect of which each authority had to propose a scheme of expenditure. This fund included a certain part of the "Whiskey Money" (the residue under the Customs and Excise Act, 1890). The provision of secondary education was a first charge upon the Education Fund; but that charge having been met, there were many other things upon which the money could be spent, and one of them was the granting of bursaries. There was an inducement to be sparing in regard to the bursaries, inasmuch as the more that was spent on this the less remained for the relief of rates in each education district.

The money devoted to bursaries was used for two purposes, viz., the provision of Intermediate School bursaries on the one hand and of Secondary School bursaries on the other, the first carrying a boy from the Primary to an Intermediate or Secondary School, and the other enabling him to continue his education at the Secondary School after the Intermediate Certificate stage, generally in preparation for a University. In some cases also bursaries tenable at a University were given.

The method of assessing the amount to be given to each bursar was a matter for the local committee, which settled for itself its own bursary scheme, laying down the principles on which the awards should be made. The Department had to approve the scheme; but they gave very wide scope. They did, however, insist that the bursaries should not be given on the results of examinations in any way, but awarded, subject to *passing* the necessary qualifying examination, simply on consideration of the necessity of the case. County committees were

not allowed to hold examinations for the award of scholarships. They took the list of candidates, noticed which schools they came from, and allotted a certain number of bursaries to each school. If some competition was unavoidable, it was, at least, limited to that school in which there was the excess of candidates over bursaries. A fundamental principle in the award of bursaries was that help was only given to those who required it, and in proportion to their requirements. The Department set its face against any system of bursaries of a certain amount awarded uniformly. Scholarships awarded on such a system were a very great hindrance to proper educational development. Practically the bursaries depended on no other conditions than the poverty of the parents and the remoteness of home from school. No bursary could be given to a pupil under 14 who was living near the school; but a pupil living (say) 12 or 14 miles away might be given enough to place him in the same position as the one near the school. The difficulties arising from the scholarships being secured by rich pupils had nearly been got rid of. All the committees professed to inquire into the financial position of the student before assessing the bursary; some of them did this very well, but others did not. It was a very difficult thing to do, but it could be done fairly satisfactorily, and like most good things it was worth the trouble. A system of simply awarding a scholarship of fixed amount on the result of a written examination was scarcely better than throwing the money away.

Probably it might be said that there was now no district in Scotland where a boy of ability would have difficulty in getting financial aid to carry him right through to the University. There were, of course, competitive examinations in those schools in which there were five or six candidates for perhaps only two bursaries. There was bound to be some selection within the school itself in such a case. But it was in the highest degree unfair that a well equipped town school should be allowed to compete with a country school; where this was permitted practically all the bursaries went to two or three schools.

It was not usually possible for a boy in a typical Secondary School in Scotland to get an entrance scholarship to Oxford or Cambridge. There were, however, a few schools that had entrance scholarships to those Universities. But with these exceptions such scholarships were, as a rule, obtained only through the Scottish Universities. It was clear, therefore, that the Oxford and Cambridge entrance examinations had not had any effect upon the Scottish Secondary Schools.

ADDENDUM.

SCOTCH EDUCATION DEPARTMENT.

Regulations for the Issue of Intermediate and Leaving Certificates.

I.—THE INTERMEDIATE CERTIFICATE.

1. The essential purpose of the Intermediate Certificate is to testify to the conclusion of a well-balanced course of general education, suitable for pupils who leave school at 15 or 16 years of age, or, alternatively, to the fitness for entry on more specialised courses of Post-Intermediate study of such pupils as remain at school till 17 or 18.

2. Pupils enrolled in the Intermediate Course must have passed the Qualifying Examination or its equivalent* *in a previous session.*

3. The Intermediate Course must extend over not less than three years, and all candidates for the Intermediate Certificate must have completed the approved course in its entirety.

4. The Intermediate Certificate is not issued to the pupils of any school unless its Intermediate Curriculum has been specifically approved by the Department.

The recognition of any school as a Higher Grade School carries with it the right of presenting pupils for the Intermediate Certificate. In the case of all other schools the Intermediate Curriculum must have been specially submitted to the Department for approval.

5. As a rule, any Intermediate Curriculum to be approved should provide for instruction in at least five subjects, embracing English (including History and Geography), a language other than English, Mathematics, Experimental Science, and Drawing.

6. All candidates for the Intermediate Certificate must be presented at the conclusion of their course at the Leaving Certificate Examination in the subjects enumerated in the preceding paragraph. If their attainments are such as to justify their presentation in other subjects, they should be presented accordingly, and they will receive full credit for any good work done.

7. The presentation at the Leaving Certificate Examination should in all cases be on the Lower Grade, and candidates must also present themselves for oral examination as may be arranged with the Inspectors appointed by the Department.

8. The general standard which will be looked for as a condition of the award of the Intermediate Certificate is the degree of all-round proficiency that a well-taught pupil of average ability might reasonably be expected to attain if he applied himself to his studies with ordinary diligence throughout the course.

9. For the purposes of the Intermediate Certificate, excellence in one branch may be held as compensating for some degree of deficiency in another. Due account will also be taken of those subjects of the curriculum to which the direct test of examination papers cannot well be applied.

10. No Intermediate Certificate will be granted or withheld without fair consideration of (*a*) the opinion of the Teachers as to the proficiency of the candidates as shown by their work in the various subjects, and (*b*) the deliberate judgment of the Headmaster as to the candidate's claim for a Certificate on the whole range of his work in school.

11. The issue of documents in attestation of Lower Grade passes in single subjects has been discontinued. But, for the present, the results of

* *See* Article 29 I. of the Code of Regulations for Day Schools.

the examination in single subjects will be communicated to the authorities of the school. Should any candidate desire to utilise a success in the Lower Grade in any subject in order to secure exemption from some other examination, the Department will be prepared, on application being made, to forward the information direct to the Examining Body in question.

II.—The Leaving Certificate.

1. The Leaving Certificate will be awarded on the satisfactory completion of a course of Post-Intermediate study approved by the Department.

2. Pupils enrolled in Post-Intermediate Courses with a view to the award of the Leaving Certificate must, as a rule, have qualified for the award of the Intermediate Certificate in a previous session.*

3. Post-Intermediate Courses shall, for the present, be of not less than two years' duration.

N.B.—*After due notice it may be made a requirement that the Course shall normally extend to three years.*

4. As a rule, any curriculum to be approved should provide for the continuous study throughout the Course of not less than four subjects taken from the following list:—

English,	Gaelic,	Domestic Science,
Latin,	Mathematics,	Any other subject specially approved by the Department beforehand with reference to the particular curriculum for which it is proposed.
Greek,	Experimental Science,	
French,	Geography,	
German,	History,	
Italian,	Drawing,	
Spanish,	Music,	

5. The number of additional subjects that a pupil may be permitted to study at the Post-Intermediate stage is left to the discretion of the School Authorities, but it is assumed that suitable provision will always be made for Physical Exercises, and that Music will be taken as a recreative subject at least.

6. The curriculum must in all cases provide for the study of English on the Higher Grade level, together with a subsidiary study of History (not reckoned as a separate subject). As a rule, one language other than English as well as either Mathematics or Experimental Science, should also be studied on the Higher Grade level, the remaining subject or subjects being any of those enumerated in paragraph 4, without restriction as to Grade. Curricula that conform to this type, which may be regarded as the *Normal General Course*, need not be specially submitted to the Department. Such curricula may be taken as approved, subject to any amendment that the results of further experience may suggest. On the other hand, curricula which fail to include a study, on the Higher Grade level, of (*a*) one language other than English, and (*b*) either Mathematics or Experimental Science, must be submitted for approval in terms of the following paragraph.

7. The Department will be prepared to consider minor departures from the Normal General Course as regards individual pupils in any school, or the formation of more highly specialised courses for groups of pupils in schools where the resources of the staff as regards organisation allow of the formation of fully differentiated curricula. Definite proposals for schemes of study that fall outside the limits of the Normal General Course as described above, whether in respect of subjects or of grades, should accordingly be specially submitted to the Department (on Form A. 21), with an explanation of the considerations which have led Managers to propose them, of the facilities which the school possesses for their proper conduct, and of the object aimed at.

It is essential that in every case approval be asked at the outset of the Course. No application for *ex post facto* consideration will be entertained.

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* Applications for a relaxation of this rule will be entertained only in the case of pupils who, not having followed a course specially approved as a suitable preparation for the Intermediate Certificate, are going, nevertheless, through what may fairly be regarded as a complete course of secondary education.

8. In all schemes at least three of the subjects selected must be studied to the Higher Grade level. As already indicated, one of these must be English. Spanish and Italian, in each of which there is only one examination, are reckoned as subjects on the Higher Grade standard. The present examination in Gaelic is on the Lower Grade standard. History and Geography are not reckoned as separate subjects at the Lower Grade stage. But in 1912 the contemplated separation of Higher Grade History and Higher Grade Geography from Higher Grade English will take effect. These subjects will then rank as separate subjects on the Higher Grade level.

9.—(*a*) The Leaving Certificate will not, as a rule, be granted to any pupil to whom the Department are unable, at the conclusion of the approved Course, to award Higher Grade passes in English and in two other subjects. The only further requirement will be a pass in at least the Lower Grade, at or after the Intermediate Stage, in a fourth subject, the study of which has been continued to the end of the course to the satisfaction of the examiners appointed by the Department.

(*b*) In considering the candidate's claim for a Certificate, comparative excellence in one subject will be allowed to compensate for slight weakness in another. To assist the Department in coming to a decision, the Headmaster will be asked to record his deliberate judgment on the merits of each pupil's work as a whole, that judgment to be based on a careful collation of the opinions of the various teachers. A very real responsibility will thus be laid upon the School Authorities.

(*c*) Each Leaving Certificate will be strictly relative to the subjects of study embraced in the approved curriculum. As a rule, no entry on the Certificate will be allowed in respect of any subject that has not been studied throughout the Post-Intermediate Course, and no Leaving Certificate will be issued except on satisfactory evidence of the successful completion of the Course *as a whole*.

(*d*) The subjects included in the approved curriculum will be entered on the face of the Certificate, provided that a pass in at least the Lower Grade has been obtained at or after the Intermediate stage, and subject to the proviso as to continued study in the immediately preceding paragraph. Endorsement will be made on the back of the Certificate of all subjects in which the standard of a Higher Grade pass has been obtained, and of such subjects only.

(*e*) Pupils must be presented in English and at least two other subjects in the Higher Grade in the year in which they are candidates for the Leaving Certificate. And all pupils must be presented in their final year in the Higher Grade in all subjects in respect of which an endorsement on the back of the Certificate is desired.

10. Special provision, on the analogy of the arrangements for the inspection of Science and Drawing, will be made for the inspection of Music, Domestic Science, and any other subject that may be included in the approved curriculum, but for which no provision is made in connection with the Written Examination. Particulars of the proposed courses of instruction in all such subjects must be submitted for the approval of the Department at the beginning of the Course on a Form to be supplied for the purpose.

11. After 1912 the issue of Commercial, Technical, and Special Group Certificates will cease. The Army Certificate will not be issued after the present year.

12. The new form of Leaving Certificate will be issued in 1912 in all cases where the curriculum is in conformity with the new conditions. In the case of students who entered on Post-Intermediate Courses in 1909 or 1910, it will be in the option of the School Authorities to claim for such pupils, if they so desire, the issue of Certificates under the conditions at present in force.

J. STRUTHERS.
Secretary.

Scotch Education Department,
15th June, 1911.

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